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ABSTRACT

Appendix One, items pertinent to the hearing of September 21, 1971, includes material supplied by Dr. Robert W. Blanchard concerning allocations from Oregon's basic school support fund. Appendix Two, items pertinent to the hearing of September 22, 1971, includes material supplied by Joel B. Berke on "The Current Crisis in School Finance: Inadequacy and Inequity;" and also by James A. Kelley on "Judicial Reform of Educational Finance" and "The Fiscal Roots of Inequality in Educational Opportunity." Additionally, the staff of the Select Committee on Equal Educational Opportunity provided material on "Disparities in School Finance." Appendix Three, items pertinent to the hearing of September 23, 1971, includes tables supplied by Julius W. Hobson concerning District of Columbia Public Schools Regular Budget Funds: Requests versus Appropriations, fiscal years 1966-71, and two pamphlets by him: "The Damned Children," and "The Damned Information." Among the other materials in the appendix are summary reports from Glen Robinson on financially induced cutbacks in staff, programs, and services. Appendix Four includes the following materials submitted by David Selden: The More Effective Schools Program, a program report prepared by the American Federation of Teachers; "The Voucher Plan," a reprint from the "Teachers College Record"; and four articles on the Gary (Indiana) Bannecker School Experiment. [Due to the quality of the original, several pages of this document are not clearly printed.] (JM)

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EQUAL EDUCATIONAL OPPORTUNITY—1971

HEARINGS
BEFORE THE
SELECT COMMITTEE ON
EQUAL EDUCATIONAL OPPORTUNITY
OF THE
UNITED STATES SENATE
NINETY-SECOND CONGRESS
FIRST SESSION
ON
EQUAL EDUCATIONAL OPPORTUNITY

PART 16D-1—INEQUALITY IN SCHOOL FINANCE: General Appendixes

WASHINGTON, D.C.

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APPENDIXES

Appendix 1

ITEMS PERTINENT TO THE HEARING OF SEPTEMBER 21, 1971

Material Supplied by the Witnesses

FROM DR. MARK SHEDD*

FROM DR. ROBERT W. BLANCHARD

ALLOCATIONS FROM OREGON'S BASIC SCHOOL SUPPORT FUND

School year	Apportionments to local school districts		School year	Apportionments to local school districts	
	Amount	Percent of operating expense		Amount	Percent of operating expense
1951-52	$29,281,000	40.48	1961-62	$61,037,000	34.38
1952-53	30,683,000	38.98	1962-63	64,657,000	33.96
1953-54	32,133,936	36.64	1963-64	65,185,000	31.23
1954-55	33,245,000	35.05	1964-65	61,166,000	27.77
1955-56	34,809,000	34.01	1965-66	72,088,000	29.96
1956-57	36,017,000	31.59	1966-67	75,898,000	28.87
1957-58	44,577,841	36.36	1967-68	77,785,000	27.13
1958-59	45,514,000	33.95	1968-69	77,431,040	23.79
1959-60	51,937,000	34.16	1969-70	88,927,000	24.19
1960-61	54,351,000	33.66	1970-71	88,600,000	12.11

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*See Part 16D-3, Appendix 8, pp. 8602-8614.

Appendix 2

ITEMS PERTINENT TO THE HEARING OF SEPTEMBER 22, 1971

Material Supplied by the Witnesses

FROM JOEL B. BERKE

THE CURRENT CRISIS IN SCHOOL FINANCE: INADEQUACY AND INEQUITY

"Improving the revenue side gets at only half the problem. . . .We must establish patterns of expenditure that match the needs of pupils for educational services."

For some time we have been warned of an impending fiscal crisis in public education. Events of the last school year demonstrate that the crisis has now arrived. In many communities teacher layoffs, school shutdowns, and reduction of services have passed from public relations threats to facts of educational life. In other school districts the fiscal sleight of hand that has kept the schools open and the teachers paid has been nothing short of wondrous. After surveying the financial prospects of public education for the next few years, one of the nation's leading students of school policy making suggested that experts in school finance could perform a signal service by producing a primer on *decremental* budgeting for school administrators.[1]

JOEL S. BERKE is director, Educational Finance and Governance Program, Policy Institute, Syracuse University Research Corporation, and adjunct professor of political science, Maxwell School, Syracuse University. He is currently directing studies related to educational finance for the New York State Commission on Quality, Cost, and Financing of Elementary and Secondary Education and for the President's Commission on School Finance. In the preparation of this article he had the assistance of Barrie L. Goldstein, a student at George Washington University School of Law.

General recognition of the educational fiscal crisis has been slow to come. Ironically, it has probably been the very bulk of the educational enterprise that has hidden its problems from public view. How, the public might ask, can education be in straitened circumstances when 1) it receives the largest proportion of public support of all domestic governmental services, more than twice as high a percentage as either highways or public welfare, or 2) when state and local governments devote nearly 35% of their expenditures to education, or 3) when the richest nation on earth allocates a larger proportion of its income to education than any of the other large industrialized states of the world?

Yet the signs are unmistakable that the squeeze between rising costs and lagging revenues has finally caught up with the public elementary and secondary schools: Growth in expenditures, for example, has outrun the growth in the economy as a whole; during the last decade, education has averaged a 9.7% annual growth in expenditures while the Gross National Product was averaging a 6.8% annual increase. When measured against the growth rate in per capita personal income, per pupil educational expenditures were nearly three times greater. Raising the revenues to cover these expenditures has required increasingly more effort on the part of taxpayers. In 1961, state and local revenues as a percentage of total personal income averaged 4.0%. In 1970-71, the effort average was 4.9%. As a result of these trends, rates of expenditure increase are no longer automatically matched by concomitant growth in revenue.[2]

What makes this fiscal situation most alarming, however, is that even if enlightened citizens groups, voters, and politicians succeed in raising more money for the schools, a crisis will still exist. For we are faced with far more than a failure to provide sufficient funds to support our schools in the style to which they have become accustomed. In virtually every state in the union, systems of finance do not allocate resources in proportion to need, and they frequently provide the least money to schools which face society's most costly and challenging educational tasks. In short we face a double-edged dilemma: first, a failure to raise adequate revenues through equitable means and, second, an inability to allocate revenues in an effective and equitable manner.

Adequate Revenues, Equitable Means

Public education is supported by all three levels of government. Local education agencies make the largest contribution, providing better than half the nation's public elementary and secondary school revenues. States follow with 41% of the total, trailed by the national government, which raises less than 7%. Over the past decade these relative shares have changed but slightly. The small decrease in the local revenue proportion has been taken up by increased state and federal aid.

Local Taxpayers' Revolt – Increased resistance to school support and its results are evident at each level of government, but the taxpayers' revolt is particularly acute at the local level this past school year. Examples abound. In California, 30 districts went bankrupt and 60% of proposed increases in school taxes and new bond issues were rejected by voters. In Michigan, 20 of 25 requests for higher property taxes were rejected and 36 of 91 requests to continue current rates also failed to pass. New Jersey suffered its highest rate of budget defeats in history. New York in 1970 fell just one short of equaling its 1969 all-time high of 120 budget defeats. These actions have had a serious impact on school programs. In California, the number of teachers employed dropped by 9,000 while enrollment climbed by 100,000. In Michigan, 4,480 teachers and 248 administrators were notified that they will not be rehired this month. In New York State, a study of budgetary adjustments in 1969-70 showed a net reduction in staff in such important areas as English, foreign languages, guidance, psychological services, art, and music, among others.

Individual districts utilize a bevy of administrative practices that were never taught in educational administration courses. In Champaign, Ill., two years ago teachers were paid with vouchers which local banks agreed to cash on the understanding that bonds could be sold to redeem the scrip. In big city districts where the crisis was most acutely felt this past school year, teachers have been laid off (Cincinnati, New York, Chicago, Los Angeles, and Detroit), schools have seriously considered closing early (Philadelphia), class size has been increased (Detroit and New York City), experimental programs have been eliminated (Detroit and New York City), school hours have been shortened (Los Angeles and Cincinnati), libraries shut (Cincinnati), and next year's funds used for this year's payrolls (New York City.)[3]

The Local Property Tax – Two structural factors contribute to the fiscal problems at the school district level. First, the availability of referenda on school budgets and bond issues makes education questions one of the few opportunities voters have to register their dislike of higher taxes explicitly and directly. And voters have been doing just that with increasing gusto. According to the Investment Bankers Association, voters in 1960 rejected 11% of the school bond issues put before them; in 1965 the rejection rate was 33%; last year the rate had rocketed to 52%.

Second, the property tax continues to be the mainstay of local government, providing a stable and substantial source of local revenue. This is particularly true for education, for fully 98% of revenues raised by independent school districts come from that levy. As a result of this heavy reliance, however, the defects of the property tax have immense implications for education. Those defects are several, serious, and sharply felt. Inept, arbitrary, and sometimes discriminatory assessment practices are not uncommon. In a report on state and local finances during the 1966-69 period, the authoritative Advisory Commission on Intergovernmental Relations notes: "While important gains can be observed, it is also clear that much more action toward improved administration of the property tax is still urgently needed."[4]

A more fundamental criticism of the tax is that its pinch is frequently sharper on the poorer property owner than it is on the more wealthy. While there are some communities where individual housing values and family income are in a fairly constant ratio across all income classes, in most instances those with lower incomes must devote a higher proportion of their expenditures to housing than do those earning more. Thus the tax on property tends to take a higher percentage of income from those lower on the income scale. This regressive nature of the property tax is felt particularly by homeowners whose incomes are fixed or rise more slowly than the average, and educators can count upon fairly constant pockets of opposition to increased school expenditures from such groups.

The feature of the local property tax, however, which contributes most to the fiscal crisis is the uneven distribution of amounts and types of property among school districts. A lower middle-income bedroom community may house the workers of a factory located in a neighboring school district. The high property valuation of the factory, available for taxation in the district of its location, is unavailable to the community responsible for educating the children of its workers in our simplified, but not atypical, example. Variations in property tax base per pupil are immense. Ratios of four or five to one among areas in the amount of property per pupil are not at all unusual. The local property tax, therefore, makes it four or five times easier for some districts to raise a given amount of money from their own resources than it is for others. While it is theoretically possible for the poorer districts to raise equal amounts of revenue by taxing themselves at higher rates than richer districts, what usually occurs in practice is that, even

TABLE I

Revenue and Percentages by Governmental Level For Public Elementary and Secondary Schools (in Billions)

School Year	Local Revenue	%	State Revenue	%	Federal Revenue	%	Total Revenue	%
1961-62	$10.0	56.9	$6.8	38.7	$ .76	4.3	$17.5	100
1965-66	13.4	53.0	9.9	39.1	1.9	7.9	25.4	100
1970-71	21.8	52.0	17.2	41.1	2.9	6.9	41.9	100

Source: Tables 29, 30 in *Financial Status of the Public Schools*, Washington, D.C.: Committee on Educational Finance, NEA, 1970.

> "The slim federal share [in school support] constitutes a national disgrace, a symptom of the inverted priorities that characterize the federal budget."

with somewhat greater tax effort, districts with relatively low property valuation end up with less revenue and thus lower quality school services.[5]

Ineffective, Inequitable Allocations

The arbitrariness of the local property tax would be a serious enough indictment in itself. Exacerbating its defects, however, is a distribution of taxable wealth that is unrelated and often inversely related to the need for educational services. Thus communities with higher proportions of children from minority groups or impoverished homes – pupils requiring high-cost education programs to achieve at average grade levels – tend to be the poorer districts with less ability to provide high-quality education.[6] If, as I believe, one of the major purposes of education in America is to serve as a vehicle for social mobility – to provide an opportunity for individuals to compensate for educational disadvantages associated with family background – then educational services should be distributed in inverse proportion to family wealth and social advantagement. Yet the reliance upon the local property tax for the bulk of educational revenues as it is presently administered virtually assures that the rich will get richer in terms of the educational benefits they receive.

Urban Education – The problem of the mismatch between educational needs and local educational resources is most acute in two kinds of districts: impoverished rural districts and large central-city school systems. The former suffer from the effects of low population density and low property valuation, the latter from high population density and heavy public service demands on deteriorating tax bases. Since the large-city problem affects far greater concentrations of pupils, it deserves special attention.

The roots of the crisis in urban school finance lie in the redistribution of population and economic activities that has taken place in the last two decades. Cities have been gaining increasing proportions of the poor, undereducated, aged, and nonwhite, while at the same time losing commerce, industry, and middle- and upper-income families to the suburbs. As these trends have had their impact, city property values – historically higher than in suburban and rural areas – have begun to crumble. Between 1958 and 1967, property values in the Northeast grew three times more in the outlying areas than in central cities, six times more in Midwest suburbs than in Midwest cities, and for the nation as a whole, areas surrounding the major core cities grew in value at two and a half times the rate of the core cities.

What slight edge remains in favor of the cities, however, is further nullified by the greater demands for public services which are placed against the cities' property values. Public health, safety, sanitation, transportation, public housing, and social and recreational services all require proportionately larger expenditures in core cities than in other segments of the nation. As a result, whereas approximately 50% of public expenditures in the suburban areas of major metropolitan areas are devoted to such general governmental services (leaving the other 50% for education), better than 70% of central city expenditures must go for those activities (leaving less than 30% for education). This means that [illegible] tax base in suburbia is more easily tapped for school support than it can be in core cities.[7]

The urban problem in raising adequate revenues is further compounded, however, by the higher cost of its educational task. Pupils who come from educationally disadvantaged backgrounds, who are impoverished, physically handicapped, nonwhite, or foreign-born, all require higher than average educational services if they are

TABLE II

Variations in Local Ability, Per Pupil To Support Public Education*

State	Governmental Level Analyzed	Year	Property Value Per Pupil *Low*	Property Value Per Pupil *High*	Ratio of High to Low	Valuation Measure
Massachusetts	City, Town	1965-66	$5,000	$3335,938	66	Equalized Value
Kentucky	School Dist.	1964-65	4,868	94,129	19	Equalized Value
Colorado	County	1963-64	4,339	48,672	11	Assessed Value
New York	County	1964-65	11,766	69,238	6	Full Value
Indiana	County	1966-67	3,949	15,801	4	Adjusted Assessed Value
Florida	County	1964-65	.3460	1.2495	4	Index of Tax-paying Ability
Oregon	County	1962-63	17,583	73,104	4	True Cash Value
Maryland	County	1964-65	7,742	20,064	3	Total Assessed Valuation of Property at Full Rate
Utah	School Dist.	1965-66	2,628	48,605	18	Assessed Value
N. Dakota	County	1966-67	3,164	19,957	6	Equalized Taxable Valuation

Source: Various annual and special reports of state education.

*Adapted from: *State Aide to Local Government*. Washington, D.C.: Advisory Commission on Intergovernmental Relations, 1969.

TABLE III

Comparison of Pupil/Teacher Ratio in Selected Central Cities and Suburbs, 1967*

City and Suburb	Pupil/Teacher Ratio	Per Pupil Expenditures
Los Angeles	27	$ 601
Beverly Hills	17	1,192
San Francisco	26	693
Palo Alto	21	984
Chicago	28	571
Evanston	18	757
Detroit	31	530
Grosse Pointe	22	713
St. Louis	30	525
University City	22	747
New York City	20	854
Great Neck	16	1,391
Cleveland	28	559
Cleveland Heights	22	703
Philadelphia	27	617
Lower Merion	20	733

Source: Gerald Kahn and Warren A. Hughes, *Statistics of Local Public School Systems*, 1967. Washington, D.C.: National Center for Educational Statistics, U.S. Office of Education.

*Taken from *The Urban Education Task Force Report*, Wilson C. Riles, chairman. New York, N.Y.: Praeger Publishers, 1970.

to achieve at normal grade level or have their special needs met. Such students tend to be concentrated in central cities in far higher proportions than in the population generally, thus implying a need for greater-than-average expenditures for core-city pupils.

Similarly, higher expenses are occasioned in large cities by urban cost differentials for such items as land acquisition, insurance payments, personnel, expenses for maintenance, and secretarial and security services. More important still are teachers' salaries, by far the largest cost item in school budgets. More tightly organized and militant teacher unions, combined with a tendency toward more seniority in their teaching staffs, often push large city costs per teacher above those in the schools of the suburban ring.

In short, large central city school systems must face high educational costs with revenues which are not easily channeled into the educational function.[8]

School districts, however, do not live on locally raised revenues alone. As already noted, educational finance is provided by all three levels of government. What effects are state and federal aid having, both for the large central cities in particular and for other types of jurisdictions in general?

State Aid to Education – Educational aid programs vary in detail from state to state, but for our purposes two broad distinctions are of importance: programs intended to distribute equal per pupil grants (flat grants) and formulas designed to offset disparities among districts in educational costs and available resources (equalizing grants). By 1967, approximately 70% of all educational aid was nominally of the latter variety, yet state aid programs have patently failed to offset the fiscal disparities among school districts. A recent study concluded that in 14 states the most favored districts in revenue from all sources had more than twice the revenue per pupil as the least favored, and in 42 of the 49 states the most favored district had one and a half more total revenue per pupil than did the least favored.[9] Selected examples illustrate the worst aspects of these results.

Why have the state aid formulas (which currently provide 42% of educational revenues) failed to offset disparities among districts? Two answers are clear. First, for "average" school districts – i.e., those that are not highly urbanized and that do not have large numbers of disadvantaged pupils – a series of structural imperfections dilute the equalization effects of the aid formulas, imperfections like "floors" which assure that all districts regardless of their wealth receive some state aid, "ceilings" which prevent some of the poorest districts from receiving enough state aid to bring them to the average expenditure level, and "save harmless" provisions which insure that no district will receive less than it did the previous year, regardless of the workings of the equalization formula.

Second, for large-city and other high-density districts, equalization has failed because state aid schemes typically use measures of community wealth and educational need that are insensitive to the problems of intense urbanization. The results, therefore, are predictable: state aid formulas regularly provide proportionately less aid to urban areas than they do to suburban and rural areas.

Federal Aid to Education – And what role is federal aid playing? As the junior partner providing only 7% of public school support, its impact is modest. The slim federal share constitutes a national disgrace, a symptom of the inverted priorities that characterize the federal budget. But the impact of even that marginal share is of interest, given the financial plight of education.

In the aggregate, the multitude of federal programs providing aid to education have had only a mildly equalizing effect, an effect which has been regularly obscured and offset by the magnitude of state and local funds. But when one disaggregates the various federal programs, a surprising fact emerges. Title I of the Elementary and Secondary Education Act of 1965, providing $1.5 billion for the education of the disadvantaged, appears to be an immense fiscal success. Proportionately higher levels of Title I funds go to school systems with 1) lower income levels, 2) higher proportions of nonwhites, 3) central-city or rural location, and 4) greater educational need as measured by lower mean achievement scores. Put simply, then, despite the many criticisms that have been leveled at it, Title I gets money to places where the fiscal crisis is greatest.[10]

Improvements are needed, of course. It is apparent that guidelines must be tightened to prevent inappropriate uses of Title I funds. More rigorous enforcement of targeting and concentration requirements is needed to achieve greater educational impact. And vigilance must be exercised to require that Title I is additive and compensatory rather than simply a replacement of the ordinary level of state and local spending.

Most important of all, however, funding for Title I should be doubled or tripled. If its educational effectiveness has still to be proved, that is a reflection on the state of American pedagogy. But as a device to make greater educational services available in hard-pressed central cities and poverty-stricken rural areas, Title I has shown itself to be a prize performer.

Photo: Jean-Claude LeJeune

Conclusions and Recommendations

But Title I provides far too small a proportion of revenues to constitute more than a useful example, a signpost pointing the way out of the fiscal dilemma confronting the schools. What is needed before the future solvency of public education can be established is a basic restructuring in the way that revenues are raised and resources are distributed. There is no single or simple solution, but there are a number of principles that can orient efforts at reform.

Raising Revenues for Education – In the long run, adequate revenues can only be secured if voters and politicians feel that the burdens of taxation are distributed fairly. Fairness or equity in taxation may have many meanings, but two principles are widely accepted: either that costs should be distributed in accordance with one's ability to pay, or that costs should be distributed in accordance with the benefits one derives. Both principles require that the present arbitrary disparities in taxpaying ability among school districts be more nearly equalized. If the property tax is to continue to be a major source of support for education, the tax base must be expanded to include larger (regional) jurisdictions within a state so that the unevenness in the distribution of taxable property may be overcome, or the entire state itself must become the base for a state-administered property tax for education. Either of these approaches would end the current situation shown in Table II under which taxpayers in one jurisdiction must tax themselves at a much higher rate to raise the same amount of money another district can raise at a much lower tax rate, and would also pave the way for improvements in assessment practices. The distribution of state revenues raised through a tax on property, however, must be linked to the revised distribution formulas described below.

Increased revenues for education will probably require that a larger share of the bill be raised by taxes that are more expandable and productive than the property tax, particularly the income and sales taxes. Shifting tax sources also implies shifting levels of government. The justification for greater state and federal assumption of the costs of education is that the benefits of local education accrue to

"In California [this past year] the number of teachers dropped while enrollment climbed by 100,000. In Michigan, 4,480 teachers and 248 administrators were [fired]."

TABLE IV

Comparison of ESEA Title I with State Aid for School Districts in Metropolitan Areas 1967

All Areas with Larger Than 500,000 Population	ESEA I (per pupil)	State Aid (per pupil)
California		
CC* (N=7)	$19.64	$234.29
OCC** (N-119)	11.09	275.78
New York		
CC (N=5)	53.90	372.51
OCC (N=73)	12.35	494.06
Texas		
CC (N=4)	19.67	174.26
OCC (N=33)	12.25	209.35
Michigan		
CC (N=1)	37.15	238.13
OCC (N=31)	7.86	271.27
Massachusetts		
CC (N=1)	32.33	236.00
OCC (N=26)	7.95	110.26

*CC = Central City.

**OCC = Outside central-city portion of metropolitan areas (suburban ring).

Source: The Policy Institute of the Syracuse University Research Corporation.

the entire state and nation in an interdependent, mobile, and technological society such as ours. Certainly, increasing the meager financial share borne by the federal government must be a long-term goal of those who seek increased educational quality.

Distributing Educational Services – But improving the revenue side of educational finance gets at only half the problem. Inequities and inadequacies in the distribution of educational services are equally at the root of the current crisis, and remedying them will also require radical revision in current practices. First we must establish patterns of expenditure that match the needs of pupils for educational services. While precise identification of the costs of different types of programs is not yet possible, certain broad principles are clear. For example, education of the culturally deprived and the underachievers requires higher than average expenditures. The allocation of educational resources should reflect these greater needs. Systems of finance should identify such higher-need pupils through environmental variables, or better yet through achievement scores; and schools with greater proportions of high-cost pupils should receive proportionately more funds. Counting underachievers twice in state aid formulas is one rough and ready means of accomplishing this end, and a variety of more sophisticated approaches is possible.

Second, state aid formulas must be revised to provide more sensitive equalization measures of financial ability. Property value per pupil must be supplemented by measures that account for the greater service demands of urbanized areas and of the differential income levels and economic health of different school districts. Urban school systems are in a demonstrably more threatened financial situation than their suburban neighbors. State aid formulas must be revised so that they recognize and compensate for that fact.

Our recommendations have been couched in terms of public finance. But public finance alone cannot solve the financial crisis facing the schools. The greatest reforms must come in the areas of educational practice and politics: the urgent need for schoolmen and researchers to develop effective ways of teaching the poor, to restore public confidence in the schools, and to work effectively the levers of political power that operate in our democratic system. Only when educators have met these responsibilities will we be able to resolve the financial crisis that threatens the educational vitality of the nation.

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[1] Stephen K. Bailey, in discussions with the author.

[2] For statistics, see *Financial Status of the Public Schools 1971.* Washington, D.C.: Committee on Educational Finance, National Education Association, 1971; and *Digest of Educational Statistics 1970.* Washington, D.C.: National Center for Educational Statistics, USOE, September, 1970.

[3] Information on current financial developments at the school district level was compiled from *The New York Times,* NEA's *Washington Monitor,* the *Wall Street Journal,* the *Detroit Free Press,* and various interviews and telephone conversations with school administrators and professional association spokesmen.

[4] *State and Local Finances: Significant Features, 1966-69.* Washington, D.C.: Advisory Commission on Intergovernmental Relations, 1968.

[5] For seminal treatments of inequities in school finance, see: Charles S. Benson, *The Cheerful Prospect.* Boston: Houghton Mifflin, 1965; and Arthur E. Wise, *Rich Schools, Poor Schools.* Chicago: University of Chicago Press, 1968.

[6] James W. Guthrie, George B. Kleindorfer, Henry M. Levin, and Robert T. Stout, *Schools and Inequality.* Cambridge: MIT Press, 1971; and Donald S. Van Fleet and Gerald Boardman, "The Relationship Between Revenue Allocations and Educational Need as Reflected by Achievement Test Scores," in *Status and Impact of Educational Finance Programs.* Gainesville, Fla.: National Educational Finance Project, 1971.

[7] Alan K. Campbell and Seymour Sacks, *Metropolitan America: Fiscal Patterns and Governmental Systems.* Glenco, Ill.: The Free Press, 1967; and *Fiscal Balance in the American Federal System: Vol. 2, Metropolitan Fiscal Disparities.* Washington, D.C.: Advisory Commission on Intergovernmental Relations, October, 1967.

[8] See Chap. 2, "The Financial Crisis of the Urban Schools," in *The Urban Education Task Force Report,* Wilson C. Riles, chairman. New York: Praeger Publishers, 1970; and Joel S. Berke, "The Impact of Present Patterns of Funding Education for Urban Schools," in *A Time for Priorities: Financing the Schools in the 70's.* Washington, D.C.: Committee on Educational Finance, NEA, 1970. An additional problem on which only meager data is available is the degree of disparity in educational resources within school districts. The few studies that do exist suggest that schools serving the wealthiest sections within a district tend to have higher per pupil expenditures than other schools within the district. Title I of the ESEA and a few state programs for the disadvantaged are making some inroads on this pattern. Far more information is needed in this crucial area.

[9] William P. Briley, "Variation Between School District Revenue and Financial Ability," in *Status and Impact of Educational Finance Programs.* Gainesville, Fla.: National Educational Finance Project, 1971.

[10] Joel S. Berke, Stephen K. Bailey, Alan K. Campbell, and Seymour Sacks, Chap. 3 in *Federal Aid to Education: Who Benefits?* A committee print of the U.S. Senate Select Committee on Equal Educational Opportunity, 92nd Congress, 1st Session, April, 1971. For the finding on Title I and achievement scores, see: Donald S. Van Fleet and Gerald Boardman, *op. cit.* As an example of the criticisms of Title I, see: *Title I of ESEA: Is It Helping Poor Children?* A Report by the Washington Research Project of the Southern Center for Studies in Public Policy and the NAACP Legal Defense and Educational Fund, Inc., December, 1969. ☐

FROM JAMES A. KELLY

JUDICIAL REFORM OF EDUCATIONAL FINANCE

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I have been asked to discuss with you this afternoon a series of law suits challenging the constitutionality of state and local school finance arrangements. It is appropriate for the Chief State School Officers to examine these suits and their possible implications because if even some of the challenges to present arrangements are successful, there is likely to be during the 1970's a fundamental re-definition of state-local relationships in educational finance.

Speaking to this audience on an educational finance topic requires the kind of brashness John Gardner had in mind when he wrote about leadership and decision-making. He describes the process of making decisions, including analyzing relevant information, seeking the opinions of advisors, and using the most modern tools of scientific management. But Gardner found all those aids to decision-making somehow inadequate in light of the complexity of today's problems. Gardner asserts that the necessary added ingredient to that whole procedure is the self-confidence epitomized in the small schoolgirl Mary, who informed her teacher that she wanted to paint a picture of God. When the teacher remarked, "But Mary, no one knows what God looks like", Mary replied, "They will when I get through!" I hope that by discussing some educational finance problems and reforms we can move toward improved understanding, if not of God's appearance, at least of some specific problems and opportunities confronting state educational leadership today.

My remarks are organized into three main parts. The first is a statement regarding educational finance inequities, a topic I treat with acute brevity because you are all well aware of the general characteristics of those inequities. Second, I will turn to the suits themselves and the nature of the arguments being developed in them. Finally, on the assumption that some of the suits eventually will be successful, I will suggest some implications of the suits for educational finance and state educational leadership.

Members of this distinguished audience are well aware of the basic structure of public school finance, so I will not bore you with a lengthy explanation of things you already know. But some specification of the problem is necessary before I turn to the main topic of my remarks—judicial reform and educational finance.

States typically delegate the power to tax property to local school boards and then supplement local property taxes with state grants, usually called equalization or foundation grants. Under this plan localities support about 54% of school costs on the average, while states pay about 40% and the Federal Government about 6%, again on the average. The state/local proportions have remained remarkably stable for the past three decades. The federal share temporarily increased to 8% in 1967 but has now slipped back to 6.

When state legislatures delegate to localities the power to tax property, they make a grossly unequal grant of power. Rich school districts have far more taxing power per pupil than other districts. Sometimes the wealthiest district in a state is several hundred times wealthier than the poorest. These disparities become serious inequities when one examines their fiscal and educational consequences—and equal educational opportunity becomes a hoax rather than a reality. States have attempted to compensate for this unequal grant of power by adopting grant-in-aid programs presumably designed to equalize among localities the distribution of educational services, or the tax burden for education. The fact is that in no case has one of these equalization or foundation programs actually equalized educational opportunities. As one study of state aid to education in Massachusetts concluded:

> The correlation between the rate of state support and local ability was so slight that the state could actually have done as well if it had made no attempt to relate its support program to local ability and distributed its largesse in a completely random fashion, as by the State Treasurer throwing checks from an airplane and allowing the vagaries of the elements to distribute them among the different communities.

A comparison between Beverly Hills and West Covina will illustrate these inequities. Beverly Hills had a tax rate in 1968–69 of $2.38 per $100 and spent $1,231 per pupil. West Covina had a tax rate in the same year of $5.24 and it could spend, despite the higher rate, $621 per pupil. The reason why the higher tax effort did not produce a higher expenditure was that the assessed valuation per pupil in Beverly Hills has far surpassed that in West Covina: $87,066 as compared with $7,688 per elementary school pupil, and $122,452 as compared with $15,651 per high school pupil. In a survey of the ten richest and ten poorest unified districts in California, the ten richest districts all spent (in 1968–69) more than any of the ten poorest, even though all of the ten poorest districts have tax rates that are higher than the rates in all but one of the ten richest districts.

Of course, many political and educational leaders are keenly aware of these inequities. Even people who want to do something about redressing them feel powerless to do so because of the complex web of political trade-offs that appear to guarantee in perpetuity the present carefully negotiated status-quo.

Two important signs of impending change are discernible, however, even without considering the law suits I will soon describe. The first is the shifting relationship among education interest groups. Traditionally, education groups presented a united front to state officials and on balance were highly successful in having their legislative packages enacted. In recent years there has been a noticeable trend away from unity among education interest groups. The increasing fragmentation among interest groups provides state officials an opportunity to seize the initiative in state policy-making for education. It is not possible to predict the exact policy outcomes that will occur because of the interest group fragmentation, but it clearly diminishes the need for state officials to make policy primarily by reacting to the demands of others.

The second factor indicating that basic change may be ahead in school finance is the inexorable rise in educational costs requiring regular state and local tax increases just to maintain existing levels of educational services. Total expenditures for education rose dramatically during the 1960's. Between 1960 and 1970 expenditures more than doubled from $15.6 billion to $39.6 billion, a 153% increase. During that same period pupil enrollment increased by only 30%. Another way to look at expenditure data shows that between 1947 and 1967 the GNP increased at an average annual rate of 6.4% while school expenditures rose at an annual rate of 9.8%. No one familiar with what is going on in local collective bargaining agreements between school boards and teachers can feel optimistic that spiralling costs will soon disappear. The local property tax well seems to be running dry; in Caifornia this past year 60% of local school tax and bond elections were defeated. We thus face either an indefinite prolongment of pressure to raise taxes for education, or we must seek to redefine the rules of school finance in a more equitable manner.

A small but growing pressure for reform is organizing behind a series of court challenges to the constitutionality of state and local school finance plans. Cases are now before state and federal courts in several states in which the plaintiffs claim that the current system of financing schools—in which expenditures are a function of the local wealth of the district rather than that of the state as a whole—is a violation of rights guaranteed by the equal protection clause of the 14th Amendment and by similar clauses in some state constitutions.

The basic thinking behind the current school finance suits was done by Arthur Wise, whose book, ***Rich Schools, Poor Schools: The Promise of Equal Educational Opportunity***, is an important contribution to American thought about the structure and financing of public education. Originally prepared as Wise's Ph. D. dissertation in the Department of Education at the University of Chicago, the book has attracted considerable attention by lawyers, economists, and educators.

Wise's major contribution is not in the empirical splendor of his analysis, for his work, though tightly reasoned, was not primarily empirical. Nor does Wise treat the thorny cost-effectiveness issues that haunt school finance; even if educators and politicians wished to utilize cost-effectiveness data in allocating school resources (which most do not), the issue of equity of benefits still remains. Nor is his contribution found in factual observations about school finance disparities; scholars have been cursing the darkness of school finance inequities for well over half a century. Wise's principal contribution is that he lights a small candle or two and tries to show us a way out of that darkness.

Wise argues that:

> The absence of equal educational opportunity within a state, as evidenced by unequal per-pupil expenditures, may constitute a denial by the state of the equal protection of its laws.

He immediately suggests two underlying precepts upon which his major argument rests. The first is the equal protection clause of the Fourteenth Amendment:

> No State shall . . . deny to any person within its jurisdiction the equal protection of the laws.

Second, Wise cites the Supreme Court's most important application of the equal protection clause to education in *Brown* v. *Board of Education:*

> The opportunity of an education, . . . where the state has undertaken to provide it, is a right which must be made available to all on equal terms.

Wise then searches for judicial precedents which could be utilized in an application of equal protection doctrine to state action in the public school finance field. He finds important precedents in indigent criminal cases, voter equality cases, and as noted above, in racial equality cases.

Indigent criminals have recently been provided significant new protection by the Supreme Court. For example, in *Griffin* v. *Illinois*, the Supreme Court held that the State of Illinois denied equal protection to indigent defendants when the state:

> . . . allows all convicted defendants to have appellate review except those who cannot afford to pay for the records of their trials.

Case law surrounding *Griffin* v. *Illinois* makes clear that in the criminal justice field, states may not allow poverty to determine whether certain constitutional rights of defendants may be exercised.

Another set of Supreme Court precedents is drawn from voter equality cases, primarily from *Baker* v. *Carr*. In that case, the Supreme Court struck down as "arbitrary and capricious state action" a provision in the Tennessee State Constitution basing legislative representation on the number of qualified voters in each county in 1901. Wise quotes Justice Clark's concurring opinion in *Baker* v. *Carr:*

> The frequency and magnitude of inequalities in the present districting admit of no policy whatever. . . . The apportionment picture in Tennessee is a topsy-turvical of giant proportions. . . . Tennessee's apportionment is a crazy quilt without rational basis.

A major part of Wise's book constitutes a discussion of ways to apply precedents from these three sets of cases—racial equality, indigent criminals, and voter equality—to state action in financing public schools. The goal of these efforts would be to have the courts strike down, on constitutional grounds, present state school finance plans, and require legislatures to develop new financing arrangements that do not permit geography and local wealth to determine the quality of a child's education.

In the years since Wise completed his study there have been a number of attempts to put his theories to the test in actual cases. Suits challenging the constitutionality of state school finance arrangements have been brought in Virginia, Michigan, Illinois, California, Texas, Florida, and Wisconsin. The first of these cases to be decided was *McInnis* v. *Oglivie* in which poor plaintiffs in Chicago alleged that the state's school finance system resulted in constitutionally unacceptable disparities in educational programs, expenditures, and in the level of educational attainment. The plaintiffs asked a three-judge Federal District Court to issue an injunction requiring that school monies be distributed "based upon the educational needs of children." The court curtly dismissed the complaint, partially on grounds that the requested relief—a standard based upon educational need—was vague and judicially unenforceable. This dismissal was later upheld by the Supreme Court.

In Virginia, students and taxpayers in Bath County, and a determined attorney, Irwin Solomon, charged that equal protection was denied by state laws creating substantial disparities in educational quality and facilities in Bath County relative to other school districts in Virginia. Unlike *McInnis*, which was dismissed before it went to trial, the court granted standing to the plaintiffs and heard arguments based upon the merits of the case. A three-judge federal court dismissed the case, citing the *McInnis* v. *Oglivie* decision, and an appeal to the U.S. Supreme Court failed to reverse this decision The Bath County decision by the three-judge court includes language accepting plaintiffs' arguments regarding the existence of grossly unequal educational services and facilities, but evades judicial action by arguing that the problem requires legislative remedy.

In California, the case of *Serrano* v. *Priest* is, as of this writing, pending in appeal before the California State Supreme Court. Plaintiffs are asking the court to remand the case to lower jurisdiction for trial on its merits.

A most interesting case was brought by the Board of Education of Detroit, Michigan, against the State of Michigan. Allegations in this case were approximately the same as those in the two cases cited above. Plaintiffs filed in state court and asked for a declaratory judgment against the "state aid act." This case, recently dismissed for lack of prosecution, may shortly be re-filed.

A major research project, conducted in 1969 by James Guthrie, Ben Kleindorfer, Henry Levin, and Robert Stout,[1] analyzed relationships in Michigan between the following sets of variables: socioeconomic status of school district and family; school district and school building characteristics, such as expenditures and educational programs; and student achievement. The study, funded by the National Urban Coalition, confirmed that poor communities in Michigan are systematically provided a poorer quality and amount of educational service than upper or middle income communities. Using James Coleman's own data,[2] Guthrie and his associates ranked 5,289 Michigan pupils into socioeconomic deciles and found a host of significant relationships within deciles between school service characteristics and student achievement. In other words, they concluded that poor children who received better school services (e.g., higher teacher verbal score, more library books per pupil) scored better on mathematics and reading achievement tests. The legal significance of this last finding is that it may assist in demonstrating that unequal provision of school services results in injury to identifiable classes of people, such as the poor.

The overwhelming body of data presented by Guthrie and his associates in Michigan contrasts starkly with the lack of systematic data presented in other equal protection cases thus far. Most of the cases have been brought by attorneys relying substantially on their own resources without expensive legal and educational research assistance. None of the cases has yet achieved a victory in the courts. This is not surprising in view of the enormous stakes involved and the large gap that has existed in most cases between allegation and evidence. There are two ways to narrow that gap, either by reducing in scale the generality of the allegations and aiming suits at more specific provisions of state law than the total financial system, or by seeing to it that suits which are tried have first-class research assistance available to organize evidence documenting alleged disparities.

One example for the need for sophisticated research assistance is the difficulty in some states of establishing from readily available data that school finance disparities are systematically associated with the economic condition of a judicially recognizable class of persons, such as poor people in a state. It may be easier to argue that equal protection is denied if it can be established that school finance disparities are not random in their incidence and effect, but are systematically rigged to provide better education to rich children than to poor ones.

Perhaps it should be noted at this point that the education establishment has historically relied heavily upon equality of educational opportunity as a major argument for greater funding of schools. However, no major organization in this establishment has moved forward to organize a system of data collection that would reveal, annually, by state, the actual extent of fiscal disparities in education. It is difficult even for careful students of school finance to ascertain whether progress is or is not being made in reducing such inequities. For example, we do not today have a definitive study as to whether or not ESEA Title I allocations from the Federal Government have served to decrease differences in expenditures among school districts since 1965. An annual monitoring system needs to be established which would provide the public and the profession with information regarding the extent to which gaps between expenditures in rich and poor school districts are being increased or diminished.

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[1] Guthrie, James W., Kleindorfer, George B., Levin, Henry M., Stout, Robert T., *Schools and Inequality: A Study of Social Status, School Services, Student Performance, and Post-School Opportunity in Michigan* (The Urban Coalition, 1969). To be published by the MIT Press in 1971. Also published as Part 16C—Michigan study in this set of hearings by the Select Committee on Equal Educational Opportunity.

[2] Coleman; James S., *et al.*, *Equality of Educational Opportunity* (Washington, D.C., U.S. Government Printing Office, 1966).

Even without conclusive data, a surprising number of people have been attracted to the notion implicit in Wise's work that legislative remedy of school finance disparities, sought by reformers for many decades, is not likely to be forthcoming in the foreseeable future. At any rate, legislators tend to deal marginally with reform proposals, and there is enormous inertia built into the present system because of the intricate checks and balances that have been built into it over the years.

In this context it is interesting that a number of recent proposals have been made for drastic reordering of school finance arrangements. Foremost among recent proposals are calls for full state-funding of education. Governor Milliken of Michigan has proposed that the state assume virtually all public education costs by levying a higher state income tax and distributing from general state revenue sufficient educational funds based on measures of local need. James Conant had earlier called for some form of full state-funding of public education costs, as has former United States Commissioner of Education, James Allen. The Advisory Commission on Intergovernmental Relations, lending its prestige to this embryonic movement, has built the idea of full state-funding of education into its overall program for federal-state-local fiscal reform.

If full state-funding seems visionary and impractical, the example of New Brunswick, Canada may in part allay the skepticism and suspicion that the proposal seems to evoke. New Brunswick has had centralized educational financing since 1967, when it reorganized many of its governmental functions. Granted the province, with 172,000 pupils, has fewer students and smaller expenditures than most of its American counterparts; nevertheless, the problems that New Brunswick faced were analogous in character if not in magnitude, and the success of its initial effort merits study and commendation.

The increased cost of education at the provincial level was met in part by restructuring the tax system in the following ways: a) elimination of the property tax and other local nuisance-type taxes; b) enactment of a uniform, province-wide real estate tax at an effective rate of 1.5 per cent of market value determined by *provincial* rather than local assessors; and c) provincial billing and collection of all property taxes, including those of municipalities.

The number of local districts decreased from 400 to 33; the districts were organized into seven regions, each with a provincially-appointed regional superintendent. Each district is administered by a board of elected and appointed school trustees who are responsible for the administration of finances within the district.

The individual districts prepare annually a budget for education. The budget is submitted to the Minister of Education and then analyzed by the Department of Education. The budget is then discussed jointly by department, regional, and district personnel, before a decision is made. The approved budgets are then submitted to the Treasury and ultimately to the Legislature (as part of the provincial budget) for approval. Since 1970, the Department has centralized the payroll and mails checks on a bi-monthly basis to approximately 10,000 teaching and non-teaching employees.

In addition, the province has instituted a province-wide salary scale for teachers, based on education and experience but uniform throughout the province. Each district can hire as many of the best-qualified teachers as it is able to attract to meet its staff needs, within a suggested teacher-pupil ratio of 1–23. At the time of centralization, New Brunswick adopted the salary schedule paid in the best-paying district, rather than an average or intermediate one—a practice which initially increased teacher support for the plan. The salary scale is now determined by negotiations between the provincial government and the teachers' union.

New Brunswick has thus substantially equalized resources and services per pupil, and eliminated some major inequities that contaminate state school finance systems in the United States.

If states assume a greater share of education expenditures, full state-funding is obviously only one of several fiscal plans that could be adopted. One possibility, a variant of New Brunswick's "equal dollars" distribution approach, would have the state raise all revenues for education through state taxes but distribute the funds according to formulas based on educational need. "Need" formulas could utilize measures of student socioeconomic status, such as parents' education level, and allocate more funds to the disadvantaged, or could follow the suggestions of the National Education Finance Project and define student need in terms of the educational program, such as vocational education or special education. A voucher plan could utilize either an "equal dollars" or "needs" approach.

Still another possibility is suggested in a recent book, *Private Wealth and Public Education*, whose senior author is Professor Jack Coons of the Law School at the University of California, Berkeley. Coons suggests that localities be allowed to select a level of tax effort to which the state would attach an expenditure level. For example, all communities in a state which selected a property tax rate of 3% would be allowed to spend, say $600 per pupil, regardless of the local wealth of the district.

These are only some of many possible responses to a court decision striking down present arrangements. Some preserve the tradition of local initiative, others do not. But none discriminate against children because of the district in which they live. The political stresses produced by such a basic reconstruction of educational finance would likely rival those generated by reapportionment. Strong, independent legislative policy-making would be required to achieve such a reform.

As states assume a greater share of the financial responsibility they are also likely to face stronger and stronger pressures to establish ways that states can hold localities accountable for how effectively education dollars are spent. A few legislatures have required their states to develop statewide assessment programs to do just what I have described above. Michigan, Colorado, and Florida are among ten to twelve states which have adopted such plans.

Assessment programs are emerging in these and other states because significant groups of constituents interested in public education are demanding that legislators hold schools accountable for something other than simply spending appropriated funds in legally approved ways. They are demanding that schools be held accountable for the end result of teaching. They do not particularly care whether a school has a large or small percentage of teachers with master's degrees so long as their children are learning to read in the school. These demands are not restricted to disadvantaged communities; many white, middle-class parents are increasingly disenchanted with the productivity of schools and are seeking reforms in the conduct and governance of schools.

The day is not yet here when legislatures are being asked to cut off funds for local schools because the schools' performance on student achievement tests is unsatisfactory. But a number of states already conduct testing programs each year and base certain remedial and categorical aid programs on the results of the tests. Clearly the decade of the 1970's will witness increasing political pressures for state assessment of educational results, a trend that is surely going to stimulate states to improve their own sources of information, their attention to discretionary state and federal dollars going to local schools, and last but not least, will partially redefine the traditionally passive posture of states toward the local administration of schools.

In this connection the Educational Testing Service has requested Ford Foundation funding to establish a center for statewide educational assessment. The center would have four principal functions: first, collect and disseminate information on statewide assessment efforts; second, conduct orientation and training programs for state leaders and personnel; third, develop and disseminate alternative models of statewide assessment programs; and fourth, provide limited technical assistance to individual states on assessment problems.

The school finance equal protection suits thus may be profoundly influential on state school governance in the 1970's. Already several major groups of educators, including the National Education Association, the American Federation of Teachers and the Research Council of the Great Cities, have entered *amici* briefs in support of plaintiffs seeking to change the status-quo. Several chief state school officers have been sympathetic to cases in their states. A solid case can be made in these cases that states are not now providing the opportunity for education "to all on equal terms" as they are specifically required to do by the Supreme Court in *Brown* v. *Board of Education*. It is likely that lawyers, educators and politicians will spend a good part of the 1970's seeking to use and refine Arthur Wise's arguments as a new lever in an old battle.

THE FISCAL ROOTS OF INEQUALITY IN EDUCATIONAL OPPORTUNITY

PART III: REASONS FOR INEQUITY IN FINANCE

The American public school has come a long way from the days of simple one-room school houses. Designed to educate all children through age sixteen and most well beyond that point, public schools enrolled 47,238,087 students in 1969–70, more than a three-fold increase from the 15,500,000 enrolled in 1900. To teach this army of youth schools employed 2,219,015 professional staff in 1960–70 and spent $39.5 billion dollars. Almost fifty million Americans were thus involved in a full-time basis in public education. More persons than are found in any other segment of American life.

Total expenditures for public education in America have risen dramatically in the past half century and particularly during the decade of the 1960's. Between 1960 and 1970 total expenditures increased by 153% from $15.6 billion to $39.5 billion. During the same period enrollment increased from 36.1 million to 47.2 million, or just 30%.

Expenditures for public education have risen more rapidly than general indexes of the nation's wealth. Public school spending absorbed 2.3% of the gross national product (GNP) in 1949, but by 1967 schools spent 4.0% of GNP. During those eighteen years GNP increased at an average annual rate of 6.4% while school expenditures rose at an annual rate of 9.8%.

These data demonstrate that the direct costs of public education are very large indeed, but they do not include other educational costs which are quite sigficant in magnitude. For example, public school expenditure data exclude the costs of non-public school education, and about 12% of the nation's school children attend non-public elementary or secondary schools. Many youth participate in on-the-job training programs in industry and government, and training and education programs in the armed forces; costs of these activities are not reflected in public education data.

Perhaps the largest single indirect cost of public education, a cost frequently ignored by writers in the school finance field, is the earnings foregone by students who attend school rather than obtain employment. Foregone earnings of students, aged sixteen and above, were estimated at between $20 and $30 billion dollars in 1967, assuming that approximately 75% of them could have been employed if they so desired.

In the absence of explicit Constitutional assignment of educational responsibilities to the Federal Government, plenary power over education rests with state governments. In virtually every state, the legislature is required by the state's constitution to establish and maintain some kind of system of public education. States have traditionally delegated much of their inherent control over education to local school districts, 90% of which are independent of local government but dependent upon the state legislature for their powers. Thus has emerged the system of mixed, or shared, power that characterizes state-local relationships in public education.

The tradition of delegating state powers to local school districts has the most profound implications for school finance. States usually allow local school districts access to certain taxable resources, typically real property taxes, from which school districts are expected to obtain a considerable portion of their revenues. These local revenues are supplemented with funds derived from state taxes. In 1967 states provided 38% of the funds used for public education, while local school district revenues, mainly from the property tax, provided 54%. These proportions have remained remarkably stable over time. Federal revenues the same year accounted for only 8% of school revenues.

In the early 1930's there were approximately 130,000 local school districts in America, including thousands of one-room, one-teacher districts. The number of districts steadily declined during the 1940's, 1950's, and the 1960's until in 1969–70 there were only 18,904.* The delegation of taxing powers to a vast and changing array of local districts has resulted in two cardinal facts: local school districts are grossly unequal in their local fiscal resources per pupil, and the level of fiscal resources is unrelated to the types of educational programs needed by the pupils of a district. This arbitrary grant of unequal taxing power to local

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*In 1969 only 1608 school districts were "dependent" on local town or county governments. Dependent districts are most frequently found in large cities and throughout New England; and in the States of Maryland, North Carolina and Virginia. *N.E.A. Research Bulletin,* Vol. 48, No. 2, May 1970. National Education Association, Washington, D.C., p. 38.

school districts not only distinguishes American schools from those in most other nations but is the most pervasive single determinant of the quality and level of educational services in local schools.

State governments thus have complete authority over arrangements for financing public schools. States exercise this authority by a variety of legislative actions specifying the conditions under which localities may levy taxes for schools, by appropriating state funds and determining how they shall be distributed among local districts, and by determining rules regarding school expenditures.

Since the 1920's the principle of equalization has been one of the principal rationales for state aid to local school districts. Equalization usually refers to equalization of the tax burden for education or equalization of the provision of educational services. If the universal state practice of delegating to school districts the power to tax implies a public policy that a better quality and quantity of public services should be provided to the rich than to the poor, then the presumed intent of state "equalization" programs is to nullify the fiscal and educational impact of the delegation of the property tax to local districts. Actually, as we have shown, states have succeeded in equalizing *neither* tax burdens nor educational services, and the result is a hodge-podge of irrationalities and inequities so confusing that it is obviously wrong to call the arrangement a "system" for financing schools.

The effect of a state decision to use locally levied property taxes as the base for school support was definitively explained in the landmark *Serrano* decision of the California State Supreme Court in August, 1971. In the majority opinion the Court carefully explained why they voted (6–1) that California's "funding scheme invidiously discriminates against the poor because it makes the quality of a child's education a function of the wealth of his parents and neighbors." The argument is so lucid and persuasive that we quote from it at length:

> By far the major source of school revenue is the local real property tax. Pursuant to article IX, section 6 of the California Constitution, the Legislature has authorized the governing body of each county, and city and county, to levy taxes on the real property within a school district at a rate necessary to meet the district's annual education budget. The amount of revenue which a district can raise in this manner thus depends largely on its tax base—i.e., the assessed valuation of real property within its borders. Tax bases vary widely throughout the state; in 1969–1970, for example, the assessed valuation per unit of average daily attendance of elementary school children ranged from a low of $103 to a peak of $952,156—a ratio of nearly 1 to 10,000.
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> The other factor determining local school revenue is the rate of taxation within the district. Although the Legislature has placed ceilings on permissible district tax rates, these statutory maxima may be surpassed in a "tax override" election if a majority of the district's voters approve a higher rate. Nearly all districts have voted to override the statutory limits. Thus the locally raised funds which constitute the largest portion of school revenue are primarily a function of the value of the realty within a particular school district, coupled with the willingness of the district's residents to tax themselves for education.
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> Most of the remaining school revenue comes from the State School Fund pursuant to the "foundation program," through which the state undertakes to supplement local taxes in order to provide a " 'minimum' amount of guaranteed support to all districts. . . ." With certain minor exceptions, the foundation program ensures that each school district will receive annually, from state or local funds, $355 for each elementary school pupil and $488 for each high school student.
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> The state contribution is supplied in two principal forms. "Basic state aid" consists of a flat grant to each district of $125 per pupil per year, regardless of the relative wealth of the district. "Equalization aid" is distributed in inverse proportion to the wealth of the district.
>
> To compute the amount of equalization aid to which a district is entitled, the State Superintendent of Public Instruction first determines how much local property tax revenue would be generated if the district were to levy a hypothetical tax at a rate of $1 on each $100 of assessed valuation in elementary school districts and $.80 per $100 in high school districts. To that figure, he adds the $125 per pupil basic aid grant. If the sum of those two amounts is less than the foundation program mini-

mum for that district, the state contributes the difference. Thus, equalization funds guarantee to the poorer districts a basic minimum revenue, while wealthier districts are ineligible for such assistance.

An additional state program of "supplemental aid" is available to subsidize particularly poor school districts which are willing to make an extra local tax effort. An elementary district with an assessed valuation of $12,500 or less per pupil may obtain up to $125 more for each child if it sets its local tax rate above a certain statutory level. A high school district whose assessed valuation does not exceed $24,500 per pupil is eligible for a supplement of up to $72 per child if its local tax is sufficiently high.

Although equalization aid and supplemental aid temper the disparities which result from the vast variations in real property assessed valuation, wide differentials remain in the revenue available to individual districts and, consequently, in the level of educational expenditures.[*] For example, in Los Angeles County, where plaintiff children attend school, the Baldwin Park Unified School District expended only $577.49 to educate each of its pupils in 1968–1969; during the same year the Pasadena Unified School District spent $840.19 on every student; and the Beverly Hills Unified District paid out $1,231.72 per child.

The source of these disparities is unmistakable: in Baldwin Park the assessed valuation per child totaled only $3,706; in Pasadena, assessed valuation was $13,706; while in Beverly Hills, the corresponding figure was $50,885—a ratio of 1 to 4 to 13. Thus, the state grants are inadequate to offset the inequalities inherent in a financing system based on widely varying local tax bases.

Furthermore, basic aid, which constitutes about half of the state educational funds actually widens the gap between rich and poor districts. Such aid is distributed on a uniform per pupil basis to all districts, irrespective of a district's wealth. Beverly Hills, as well as Baldwin Park, receives $125 from the state for each of its students.

For Baldwin Park the basic grant is essentially meaningless. Under the foundation program the state must make up the difference between $355 per elementary child and $47.91, the amount of revenue per child which Baldwin Park could raise by levying a tax of $1 per 100 of assessed valuation. Although under present law, that difference is composed partly of basic aid and partly of equalization aid, if the basic aid grant did not exist, the district would still receive the same amount of state aid—all in equalizing funds.

For Beverly Hills, however, the $125 flat grant has real financial significance. Since a tax rate of $1 per $100 there would produce $870 per

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[*] Statistics compiled by the legislative analyst show the following range of assessed valuations per pupil for the 1969-70 school year:[a]

	Elementary	High School
Low	$103	$11,959
Median	19,600	41,300
High	952,156	349,093

PER PUPIL EXPENDITURES DURING THAT YEAR ALSO VARIED WIDELY[b]

	Elementary	High School	Unified
Low	$407	$722	$612
Median	672	898	766
High	2,586	1,767	2,414

[a] Legislative Analyst, pt, V, supra, P. 7. [b] (*Id.* at p. 8.)

NOTE.—Similar spending disparities have been noted throughout the country, particularly when suburban communities and urban ghettos are compared. (See, e.g., Report of the National Advisory Commission on Civil Disorders (Bantam ed. 1968) pp. 434–436; U.S. Commission on Civil Rights, Racial Isolation in the Public Schools (1967) pp. 25-31; Conant, Slumbs and Suburs (1961) pp. 2-3; Levi, *The University, The Professions, and the Law* (1968) 56 Cal. L. Rev. 251, 258–259.)

elementary student, Beverly Hills is far too rich to qualify for equalizing aid. Nevertheless, it still receives $125 per child from the state, thus enlarging the economic chasm between it and Baldwin Park.

THE PROBLEMS OF LOCALITIES: URBAN EDUCATION

Children from backgrounds of racial segregation and poverty—whether urban or rural—begin school handicapped. Their verbal skills may be severely limited; their motivation to do school work may be inadequate; their attitudes may be inappropriate to the traditional classroom context. Without the opportunity to overcome these initial disadvantages, the poor child or the child from a minority group is likely to be several grade levels below his peers in the acquisition of basic skills—reading, writing, and mathematics—skills vital to full participation in our society. These early differences in achievement level do not disappear or decrease but become greater as disadvantaged children continue through schools. Similarly, it is these same children who, later on in the education system, are high school dropouts or, having completed high school, do not continue their education. In some urban high schools the dropout rate for minority group children is three times that of their advantaged peers, a disparity tragically reflected in unemployment data.

Thus, disparities in educational achievement are real. Certainly, many factors are responsible for these disparities, some at home and some at school. But school programs are among the few parts to the puzzle that can be directly influenced in the near future by public policy. If the achievement of all children is to be maximized, urban school programs from preschool through college must be overhauled and expanded for many children whose home situation places them at a disadvantage when entering the school system.

The eventual result of this approach will never be equal achievement, because of differences in individual ability. But, actual achievement will be much less closely correlated with race and economic status than at present and presumably more closely correlated with individual ability. This is what equality of opportunity is all about.

This stress on the results of education also thrusts upon urban schools the responsibility for student achievement, not just for provision of educational services, a distinction which is at the heart of many current conflicts in urban education.

Therefore, we suggest that the most pressing concern on the agenda of American education today is to find and implement ways to reduce the high correlation between race and economic class, and school achievement. We hope that one result of this Committee's deliberations will be a renewed national determination to focus the nation's talent and energy on this great challenge of the 1970's.

The most obvious *fiscal* problem of urban education is that city schools do not have enough money. The aggregate level of resources currently being allocated to urban education by local, state, and national governments is inadequate when compared to requirements for expensive educational services.

But this seemingly simple problem of level of resources turns out, on closer examination, to be a combination of numerous overlapping and sometimes contradictory factors deeply imbedded in the intricate intergovernmental relations of our Federal system. For instance, some problems are primarily local in character, such as municipal overburden, shrinking assessment ratios, or decaying property tax base, matters we shall discuss later in this chapter.

But when such fiscal circumstances are combined with the steady flow of educated people out of cities (a trend that has now been observed for five decades), and their replacement in the city by less well educated persons requiring extensive public services such as education, city schools find themselves in a double bind so serious that the problems exceed the problem-solving capacity of local structures and resources.

Unfortunately, these problems are more often compounded than alleviated by state action. City schools are often hamstrung by state limitations on their taxing power, and by state aid formulas which favor rural and suburban districts. State school aid formulas do not take into account the fact that the central city tax base must be used in a much heavier proportion for non-educational purposes (e.g., police, fire, streets) than is true in suburbia. The result is that state aid, measured on a per student basis, is frequently higher to suburban districts than it is to city districts.

The fiscal problems of urban schools are further aggravated because urban schools feel more keenly than suburban and rural schools the effects of three major sets of constraints on school board decisions about school revenues and expenditures. The three sets can be called legal, traditional, and socio-economic.

First, federal, state, and local laws and rulings restrict the freedom to maneuver of local decision makers. Rights of citizenship under the U.S. Constitution, stipulations of federal statutes and administrative regulations and guide lines, court decisions on rights of property and rights of people, state constitutional and legislative mandates, and municipal policing power all take precedence over school board authority and thus restrict local discretionary authority for budgeting. Statutory restrictions from the state level are especially severe for city school districts; in seven of the fourteen largest cities, state definition of local school board taxing powers is more restricted for city school districts than for other school districts in the same state. Ironically, city schools deliberately sought much of this special law in attempts to insulate city schools from the rigors of city and state political machines.

Second, and perhaps as constraining as legal restrictions though not nearly so visible, is the tendency in big city school systems for their administrative arrangements to become so formal and inflexible that they may impair the functioning of the institution and reduce its potential for adaptability. An example is the tradition in most cities of the so-called "merit" systems for promotions into and within the administrative hierarchy; these systems are frequently devices to insure that no "outsider" can receive an appointment to administrative position, and also function to establish rigid and universalistic criteria for judging all candidates for administrative positions.

Third, a Stanford University study revealed that more than two-thirds of the variation in expenditures per pupil among 107 of the nation's largest districts was accounted for by the wealth of the district and the socio-economic level of its population. This means that local decision-making about urban school budgets must be viewed in the context of a number of *de facto* limitations on the decision-makers' autonomy. Working within these limitations, school administrators and school boards tend to assume that existing programs will continue and focus their budget analysis, meager though it is in some cases, upon proposed changes in, or additions to, the existing programs. To simplify the budget process further formulas are frequently utilized to determine how much will be required for particular categories of expenditure. The formulas act to centralize decision-making within the school system and tend to create internally inflexible patterns for allocating school resources, both human and material, since the basic assumption underlying use of formulas is that educational services should be distributed equally.

Urban schools also suffer from the effects of reliance on the property tax as the major local source of school revenue. The property tax is the largest single source of revenue for all of state and local government and provides 51% of all public school revenues. Over 98% of public school revenues from local tax sources are property tax revenues. The yield of the property tax has increased throughout the 20th century, and particularly since World War II, whether that yield is measured in absolute dollars or in relation to the gross national product or population. Table 12–1 compares state and local government property tax yields in selected years.

TABLE 12–1

STATE AND LOCAL GOVERNMENT PROPERTY TAX REVENUE IN SELECTED YEARS, 1902–63 [1]

Year	Amount (millions of dollars)	Per capita	Percentage of— Total State-local tax revenue	Percentage of— Gross national product
1902	$706	$8.92	82.1	3.2
1927	4,730	39.74	77.7	4.9
1940	4,430	33.53	56.7	4.4
1950	7,349	48.45	46.2	2.6
1956	11,749	70.24	44.6	2.8
1963	20,089	106.51	45.4	3.4

[1] Source: Dick Netzer, Economics of the Property Tax. The Brookings Institution, Washington, D.C., 1966, p. 2.

The full import of state-local reliance on the property tax lies in controversies regarding the equity and administrative practicality of the property tax. Netzer's authoritative treatment of the property tax begins with these words:

> The American property tax abounds in anomalies. During the past century, no major fiscal institution, here or abroad, has been criticized at such length and with such vigor; yet no major fiscal institution has changed so little in modern times. There is a vast literature on the property tax; yet less is known about its overall impact, incidence, and effects than is known about any other major tax. The demise of the property tax as a major factor in the American fiscal scene has long been heralded; yet it continues to finance more than one-fifth of the civilian general expenditures of federal, state, and local governments. The United States is the citadel of capitalism; yet this tax on wealth is more important in the fiscal system and relative to national income than are comparable taxes in any other advanced country in the world except Canada.*

Property taxes, of course, are the principal local source of revenue for all local government, not just the schools. Generally speaking, it has been a more elastic revenue source than is usually thought (its yield doubled during the 1960's) and every available indicator suggests that it will continue to be a major revenue source for state and local government in the foreseeable future. But despite its durability the property tax suffers from two critical administrative problems: (1) unequal assessment, and (2) under assessment.

Almost two-thirds of the states require assessment at full value, yet locally assessed real property averaged less than 30% of market value according to the 1962 Census of Governments. It is even more astonishing to note that assessment variations *within* assessment units are even larger than those typically found *among* units. For instance, the 1962 Census of Governments disclosed that in over two-thirds of the assessment units studies, the top quarter of parcels in assessment ratio were assessed on the average at more than *twice* the ratio for the lowest quarter. No state can be satisfied with its record in property tax administration, and no other activity of government in the United States is more in need of fundamental reform.

Another problem connected with the property tax is the tendency of many assessors to allow the ratio of assessed values to full market values to decline, thus reducing the capacity of the school district to tap local funds. For example, according to one estimate the assessment ratio in the city of Detroit declines from 90% in 1930 to about 50% in 1960. The estimates show a decline in assessment ratio in Baltimore from 90% in 1930 to 64% in 1960, from 80% to 45% in Cleveland, from 50% to 23% in Los Angeles, and 65% to 30% in St. Louis.** These reductions are particularly restrictive in many states which define local school taxing authority in terms of tax *rates* and even more restrictive on the many large cities for which taxing authority is limited even more stringently than for other school districts in the same state.

If equitable and reliable assessments are to be achieved, one of two courses of action is indicated. The first, statewide administration, while vulnerable to many of the same problems as local administration, represents a long range hope if not an immediate possibility.

In the meantime, an auditing function is needed. Perhaps state agencies can perform such a function adequately, but it is possible that the same vested interests and political influences that shape local assessments may ensnare state agencies as well. Use of private, state-certified appraisers to "audit" local assessments may be needed, similar to the way private C.P.A. auditors regularly review revenues and expenditures of public agencies.

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*Dick Neter, 'Economics of the Property Tax. The Brookings Institution, Washington, D.C., 1966, p. 1.

**Ratios for 1930 from National Municipal Review (December 1931), pp. 707–709: 1960 ratios provided by local officials: 1962 sales-based sample data U.S. Bureau of the Census, "Census of Governments 1962, Vol II, Taxable Property Values" (Washington, D.C.: U.S. Government Printing Office, 1963).

FROM THE STAFF OF THE SENATE SELECT COMMITTEE ON EQUAL EDUCATIONAL OPPORTUNITY—DISPARITIES IN SCHOOL FINANCE

	Per pupil expenditure (all districts 1969–70)[1]				Financial ability per pupil (17 Districts in State over 1,500 ADA 1968–69)[2]				
	High	Low	Student average	Ratio	High	Low	Ability ratio[3]	Total per pupil revenue ratio[4]	Percent local revenue of total per pupil
Alabama	$581	$344	$463	1.68	$9.99	$2.64	3.79	1.60	20
Alaska	1,810	480	1,330	3.77	43,270.36	17,215.94	2.51	1.96	39
Arizona	2,223	436	775	5.10	36,054.43	4.867.59	7.41	1.38	32
Arkansas	664	343	549	1.94	8,088.57	736.89	10.98	1.68	45
California	2,414	569	753	4.24	47,260.00	1,989.35	23.76	1.95	58
Colorado	2,801	444	735	6.31	171.40	68.50	2.50	1.84	61
Connecticut	1,311	499	915	2.63	65,295.51	11,483.64	5.69	1.98	73
Delaware	1,081	633	891	1.71	39,250.48	6,143.79	6.39	2.26	26
District of Columbia			971						
Florida	1,036	593	717	1.75	95.16	29.89	3.18	1.50	31
Georgia	736	365	589	2.02	47,564.45	10,224.06	4.65	1.69	28
Hawaii			984						
Idaho	1,763	474	595	3.72	175.43	65.05	2.70	1.67	48
Illinois	2,295	391	872	5.87	1,091.08	54.37	20.06	2.10	67
Indiana	965	447	675	2.16	51,718.06	3,012.66	17.17	3.84	64
Iowa	1,167	592	955		103,570.27	14,647.45	7.07	1.80	61
Kansas	1,831	454	731	4.03	255.58	68.23	3.75	2.01	64
Kentucky	885	358	580	2.47	56,042.00	6,514.00	8.60	1.47	31
Louisiana	892	499	749	1.79	451.15	8.55	52.70	2.46	39
Maine	1,555	229	723	6.79	45,908.00	4,115.00	11.16	2.41	68
Maryland	1,037	635	893	1.63	31,249.00	11,361.93	2.74	1.50	56
Massachusetts	1,281	515	691	2.49	80,452.00	7,772.00	10.35	2.20	79
Michigan	1,364	491	858	2.78	62,649.14	2,085.30	30.04	2.27	42
Minnesota	903	370	818	2.44	304.65	41.17	7.40	1.51	55
Mississippi	825	283	495	2.92	81.71	14.05	5.81	1.63	22
Missouri	1,699	213	720	7.98	447.06	17.79	25.12	3.90	62
Montana	1,716	539	802	3.18	9,268.26	3,015.20	3.07	2.13	68
Nebraska	1,175	623	653	1.89	17,754.10	3,424.20	5.18	1.24	76
Nevada	1,679	746	753	2.25	269.23	92.81	2.72	1.31	54
New Hampshire	1,191	311	687	3.84	91,678.99	20,409.42	4.49	1.85	88
New Jersey	1,485	400	1,016	3.71	119,421.88	11,387.37	10.49	1.66	82
New Mexico	1,183	477	690	2.48	25,264.02	1,771.24	14.26	1.62	14
New York	1,889	669	1,245	2.82	50,726.24	4,809.99	10.55	1.62	45
North Carolina	733	467	607	1.37	40,099.18	13,639.97	3.60	1.54	21
North Dakota	1,623	686	665	2.38	25,951.00	5,538.00	2.15	1.80	64
Ohio	1,685	413	729	4.04	44,468.79	4,165.16	10.68	2.11	64
Oklahoma	2,566	342	560	7.50	8,062.33	1,824.34	4.42	1.38	61

See footnotes at end of table.

FROM THE STAFF OF THE SENATE SELECT COMMITTEE ON EQUAL EDUCATIONAL OPPORTUNITY—DISPARITIES IN SCHOOL FINANCE—Continued

	Per pupil expenditure (all districts 1969–70)[1]				Financial ability per pupil (17 Districts in State over 1,500 ADA 1968–69)[2]				
	High	Low	Student average	Ratio	High	Low	Ability ratio[3]	Total per pupil revenue ratio[4]	Percent local revenue of total per pupil
Oregon	$1, 439	$399	$875	3. 64	$495. 14	$180. 24	2. 75	1. 40	73
Pennsylvania	1, 401	484	892	2. 90	50, 004. 81	4, 696. 50	10. 65	1. 78	53
Rhode Island	1, 206	531	885	2. 27	(5)	(5)	2. 40	1. 94	62
South Carolina	610	397	615	1. 54	5, 300. 70	575. 28	9. 21	1. 54	26
South Dakota	1, 741	350	667	4. 97	292. 49	22. 69	12. 89	1. 75	69
Tennessee	766	315	561	2. 43	34. 00	9. 10	3. 74	1. 71	35
Texas	5, 334	264	608	20. 20	442. 02	5. 22	84. 52	2. 65	52
Utah	1, 515	533	611	2. 84	25, 302. 93	2, 952. 50	8. 55	1. 82	37
Vermont	1, 517	357	1, 034	4. 25	(6)	(6)	2. 81	2. 39	72
Virginia	1, 126	441	753	2. 55	69, 537. 00	10, 245. 00	6. 79	2. 31	54
Washington	3, 406	434	873	7. 85	19, 512. 71	1, 659. 02	11. 76	1. 37	38
West Virginia	722	502	646	1. 43	27, 048. 55	7, 453. 38	3. 63	1. 73	34
Wisconsin	1, 432	344	941	4. 16	61, 561. 23	17, 196. 30	3. 58	1. 55	72
Wyoming	14, 554	618	884	23. 55	313. 11	86. 35	3. 63	1. 63	65

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[1] President's Commission on School Finance.

[2] National educational finance project, Gainesville, Fla.

[3] Financial ability ratio represents the quotient between the most able and least able districts within the State.

[4] The ratio of total revenue per pupil received by the district with the highest amount when compared with the district which received the least amount.

[5] Rhode Island local financial ability index based on State aid.

[6] Vermont local financial ability based on ratio of district wealth per pupil and State wealth per pupil.

Appendix 3

ITEMS PERTINENT TO THE HEARING OF SEPTEMBER 23, 1971

Item 1—Material Supplied by the Witnesses

FROM JULIUS W. HOBSON

TABLE 1.—DISTRICT OF COLUMBIA PUBLIC SCHOOLS REGULAR BUDGET FUNDS: REQUESTS VERSUS APPROPRIATIONS, FISCAL YEARS 1966–71

[Dollar amounts in millions]

	Total amount appropriated	Total amount requested	Percent of requests appropriated	Percent of appropriation increases
Year:				
1966	$75.6	$80.7	93.7	
1967	86.1	85.8	100.3	13.9
1968	95.9	106.0	90.5	11.4
1969	101.5	104.8	96.9	5.8
1970	123.9	133.5	92.8	22.1
1971	138.7	137.6	100.8	11.9

NOTES

Increase in appropriated funds from 1966 to 1971 equals 83.5 percent.
Average amount of funds appropriated versus funds requested, 1966–71 equals 95.8 percent.

Source: District of Columbia Public Schools Finance Office.

TABLE 2.—OPERATING EXPENDITURES PER PUPIL, PROFESSIONAL STAFF, AND TEACHER SALARY RANGES FOR WASHINGTON, D.C., AND OTHER SELECTED SCHOOL SYSTEMS, FISCAL YEAR 1969

School system	Operating expenditures per pupil [1] (all funds)	Professional staff per 1,000 pupils [2]	Teacher salary range [3]	
			Beginning	Maximum
New York, N.Y	$1,031	54.5	$6,750	$13,900
Fairfax County, Va	1,008	45.6	6,400	16,000
Buffalo, N.Y	960	52.5	6,800	12,510
Philadelphia, Pa	941	N.A.	6,700	13,300
Washington, D.C	839	63.0	7,000	13,440
Arlington County, Va	(4)	55.6	6,200	13,702
Montgomery County, Md	801	50.8	6,340	13,377
San Diego, Calif	801	(5)	6,650	14,010
Seattle, Wash	801	48.3	6,175	12,250
Prince Georges County, Md	747	51.0	6,200	13,640
Baltimore, Md	707	49.3	6,500	12,400
Cleveland, Ohio	682	(5)	6,250	11,000
Boston, Mass	680	55.2	6,500	12,350

[1] Figures from District of Columbia public schools, "Proposed Operating Budget for Fiscal Year 1971," August 1969, p. 23-XX-6.

[2] Figures from District of Columbia public schools, "Proposed Operating Budget for Fiscal Year 1971," August 1969, p. 23-XX-9.

[3] Figures from National Education Association, "Salary Schedules for Teachers, 1968–69," Research Report 1968–R13, 1968, pp. 26–107.

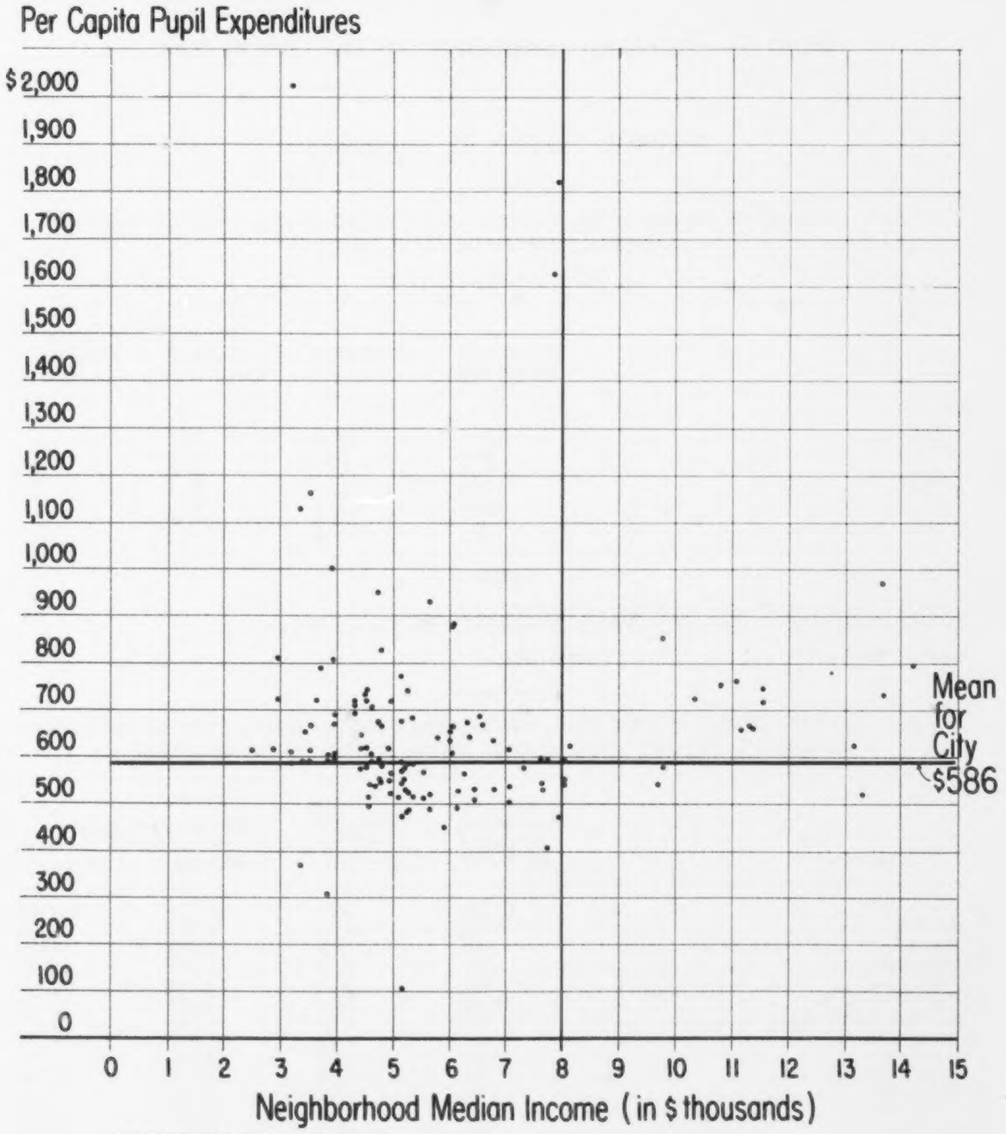
[4] Fiscal year 1969 figure not available; was $810 in 1967–68.

[5] Not available.

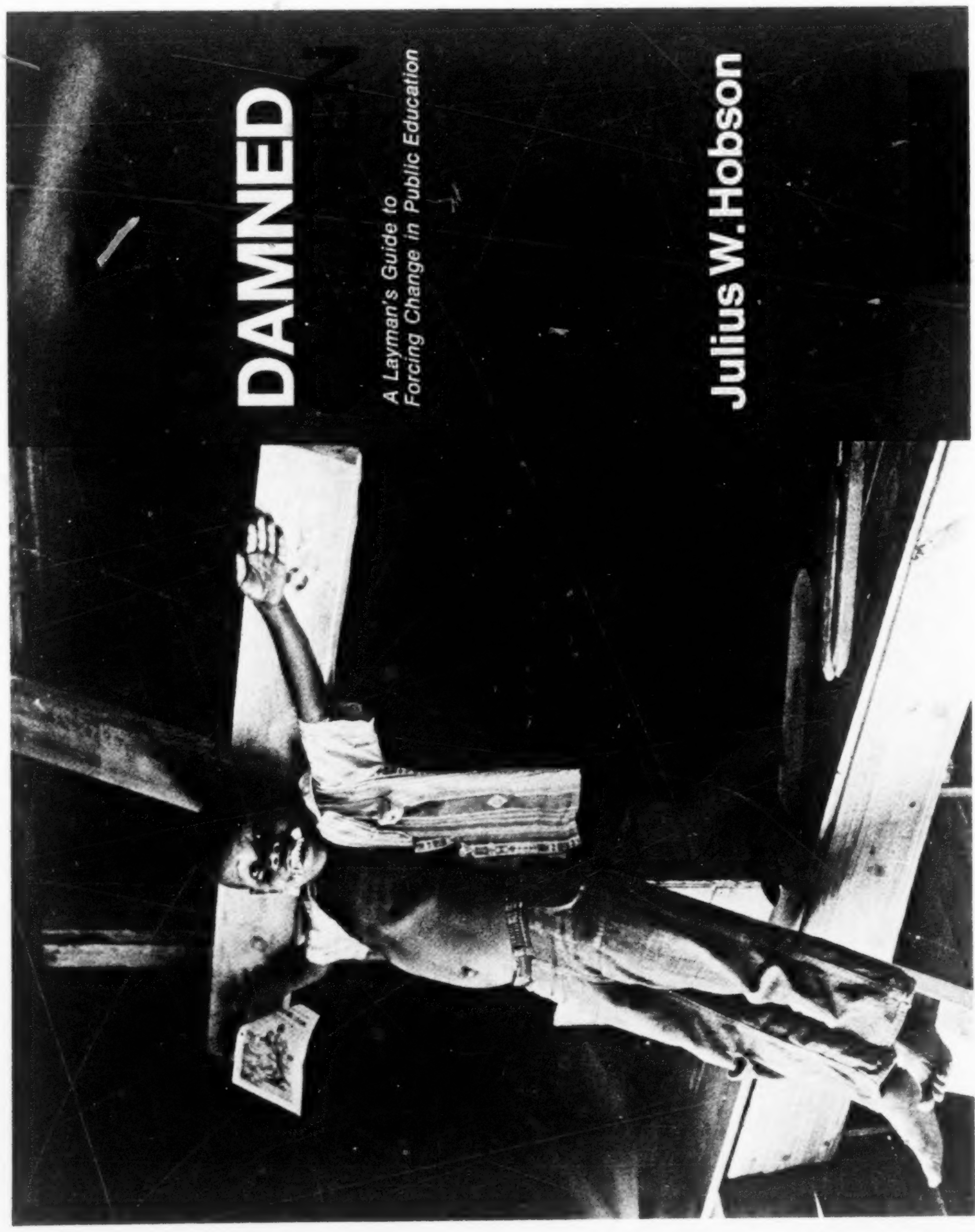
Sources: District of Columbia schools, "Proposed Operating Budget for Fiscal Year 1971," p. 23–XX–2.
In a report prepared by the District government in June 1970, professional staff per 1,000 pupils is shown as 63 for fiscal year 1969. (Government of the District of Columbia, "Supporting Materials, Federal Payment," pp. 1–4.)

D.C. ELEMENTARY SCHOOLS

Relation of Average Per Pupil Expenditures to Neighborhood Income Levels, 1969-70



SOURCE: D.C. PUBLIC SCHOOLS



DAMNED

A Layman's Guide to
Forcing Change in Public Education

Julius W. Hobson

The DAMNED Children

A Layman's Guide to Forcing Change in Public Education

by JULIUS W. HOBSON *Director*
Washington Institute for Quality Education (WIQE)

Photos by George de Vincent

First in a series of publications about THE DAMNED in our society

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Preface

It is generally understood that education does not equally benefit all school children. It is less well understood that those who are disadvantaged by the process of education are almost invariably poor and Black school children. This does not come about because of happenstance or by differences in capacity to learn; it is quite directly related to the shoddy treatment that the poor and the Black receive from the public schools.

This publication makes plain this sad state of affairs. It takes a careful look at the practices of one school system—the Washington, D.C. public schools—and concludes that, by *any* objectively verifiable measure, that system values the education of its middle-class children more highly than the education of the poor. Whatever the indices—money spent, textbooks available, availability of honors programs, ability to read and write—the conclusion is the same: the poor suffer at the hands of the schools.

The publication's more important point is that people—*parents and citizens concerned about the state of American education*—can change these discriminatory practices. It indicates what information they need, and how to go about getting that information. It suggests a disarmingly simple remedy for existing inequities: even-handed treatment of *all* children, Black and White, poor and rich.

The problems that are pointed out are by no means limited to Washington, D.C. schools; with minor variations, they are a fact of life in all American school systems. They demand action: finding out how the local school system treats its clientele, publishing those findings, demanding changes in present practices. Ultimately, they demand a shift in control over education from the bureaucrats to the community to those primarily affected by the process of education. The kind of information called for in this pamphlet—how education dollars are allocated, how students are grouped, who gets what—is a crucial first step.

David L. Kirp, *Director*
Center for Law and Education
Harvard University
July 1970

Introduction

Large urban school systems in the United States have traditionally consigned the poor and the Black children to the social and economic junk heap. This goal has been accomplished through a variety of vehicles, some obvious, like simple segregation by race, others more subtle, such as an unequal distribution of educational resources, rigid tracking, and inferior physical plants.

Parents and other community groups have continuously tried to combat these injustices which place some children at an early disadvantage in dealing with life. However, because of the traditional sanctuary of professional educators who resent and resist questions and the involvement of non-educators in their special preserve, the community has been at a great disadvantage in attempting educational reform.

Because of lack of substantive information, interested adults have usually been side-tracked into debating qualities not measurable such as teacher attitudes and sensitivity to children, curriculum content, and the responsibility of the parent versus that of the school. Professional educators, arguing that the educational process is indeed complicated and cannot be understood by non-educators, have been left virtually free to perform their mysterious functions in isolation from community accountability.

This publication has been developed to provide non-educators, parents, and community groups with tools to evaluate measurable quantities in the educational process. Although these tools will not insure the "quality" of education, once equity in educational resources is established, parents can more easily attack other qualities not so easily defined. The tools identified here will probably be most useful to individuals who have engaged in the education fight along many fronts and who already understand the practiced ability of school board officials to talk fast, flip charts and provide 300 page reports while the schools continue to deteriorate. The evaluation and analysis of data outlined on the following pages are presented as examples of what can be done by parents and teachers using simple "grocery store arithmetic" in almost any urban school in the United States. Public education is traced graphically from the composition of the Board of Education to "Johnny's" ability to read. These examples of measurable quantities have been recognized as valid tools to improve the educational process by the Congress of the United States, the United States District Court, and the United States Court of Appeals of the District of Columbia.

The 1967 Hobson v. Hansen school case, upheld in the United States Court of Appeals in the District of Columbia, was based on statistical evidence that measured, among other things, assignment of teachers, expenditures per pupils, distribution of books and supplies, utilization of homogeneous ability grouping methods, and utilization of classroom space. When related to the color of the population and the economic level of the neighborhoods where schools are located, the data used in these measures showed definite patterns of racial and economic discrimination.

While Washington schools are probably worse than most in the country, the patterns of discrimination are fairly typical of city schools elsewhere. Therefore, a similar pattern of developing data as outlined on the following pages is suggested as the form and content which lay parent groups and organizations might adopt, at least initially, in their effort to gain an accounting of the quality of education in the large cities.

Although many city school systems assert they do not have these data, it is very likely that they do. The intelligence needed to administer large school systems requires that officials, particularly those overseeing school finances, must have such information. In most states, these data are considered public information by law and can be obtained through legal procedures if necessary. The date of the data is not important for purposes of this publication—it is rather the tested pattern of collecting information to achieve educational reform which is significant. The new census information scheduled for publication in 1971 will provide excellent up-to-date economic bases for new measurements. Parent groups and those outside the official school administrations cannot hope to fully understand what is measurably happening to their children without access to these forms of information. Any attack on the deteriorating educational system in large American cities must begin from a factual basis.

Since unequal conditions have prevailed throughout the entire history of public education in large cities, such conditions appear to show a deliberate design to keep Black and poor children in a process which should be called "programmed retardation". At the same time, professional educators blame the children for their inability to learn under measurably adverse conditions. Indeed, primary and secondary public education in large cities in the United States operates as the only major industry in which the consumer (the child) is held responsible for the quality of the product.

Since much of the information in this publication is quantitative rather than qualitative, it may be assumed that some authorities on evaluation will raise eyebrows regarding these types of data since they are computational in nature and do not get at changes in learning or at the dynamics of school curricula or organization. The latter point is recognized by the Washington Institute for Quality Education and the justification for using such measures is that—as a first step—these data readily reveal a measurable flow in inequity practiced in public education which can serve as a starting point for parents and lay groups attempting to save the children.

Education is a big industry and should be administered as such. For example, Washington schools have an average annual budget (funds from all sources) of about $150,000,000, approximately 18,000 employees, 150,000 students (about 94% Black) and more than 200 school buildings. The following charts are based solely upon data collected from the Washington public school administration and the United States Census Bureau. They provide nothing more than an elementary decision-making, management tool essential to an operating organization; such graphic presentations should become part of the normal computerized collection of data annually made available to parents and taxpayers.

The analyses of the very simple bar charts presented in this publication do not require any expertise or higher learning. They are merely computations of addition, subtraction, multiplication, and division and can easily be duplicated by parent groups in cities throughout the United States. Parents may also choose to develop and evaluate other measurable data on subjects such as equal vocational opportunities, essential equipment inventories, participation in special programs and even suspensions and absenteeism by school.

Such terms as "average expenditure per pupil" and "dropout rate" should not discourage the lay citizen, since these are generally understood concepts defined for school administrators by the National Education Association and the United States Office of Education. However, citizens should not expect enthusiastic cooperation by educators. Even prying the basic information presented in the following charts out of a defensive Washington school administration required court orders and Congressional requests. A common reason given for not maintaining such data is its cost. The fact is that educators cannot fairly administer a school system without such information.

The question is always raised as to whether the distribution of quantitative resources is related directly to the achievement levels of children. While we welcome debate on this question, the data presented graphically herein indicate that there is probably a high positive correlation between lower expenditures per pupil—unequal resources—and lower reading levels which effectively prevent "Johnny" from reading, writing, and communicating in our world. We recommend that citizens increasingly request the following information from their public school system—as a first step in defining measurable progress toward change.

Mrs. Tina C. Hobson, *Chairman*
Washington Institute for Quality Education

The School Board

question:

What has been the racial composition of the Washington, D.C. Board of Education?

answer:

At the present time, a majority of the 11-member Board of Education is Black. For sixty years Black members were a minority on the Board. Only recently have Blacks assumed a majority status.

analysis:

In 1906, the United States Congress granted federal judges of the United States District Court of the District of Columbia the authority to appoint members of the school board. These judges then apparently used a racial quota system in the appointment of individual members from 1906 through 1968. Chart 1 shows that from 1906 through 1961, one-third of the board members were Black (33%). From 1962 through 1966, the judges decided to increase Black appointees to four or 44%. In 1967 and 1968, five out of nine appointees or 56% were Black.

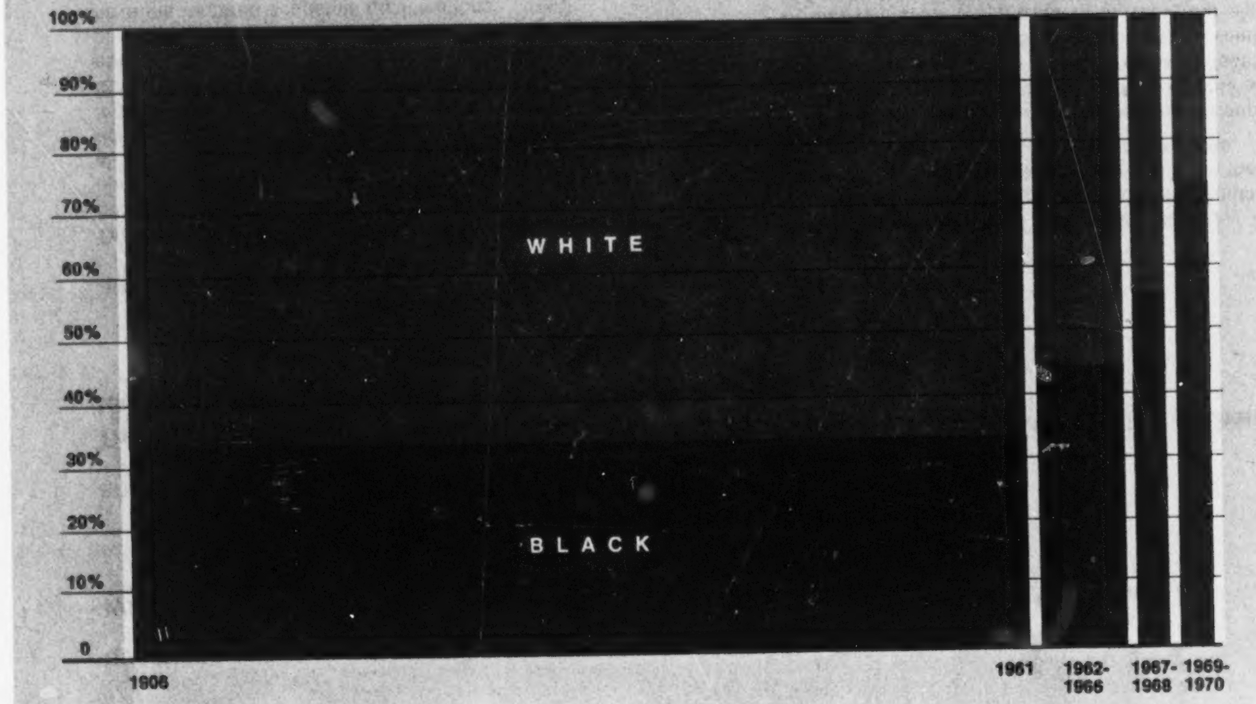
As the result of a pending suit before the United States Supreme Court charging these federal judges with engaging in a political and unconstitutional act by appointing the school board, the United States Congress rushed in to pass Public Law 90-292 in 1968, which allowed the election of an eleven-member school board. The chart shows that eight or 73% of the eleven members elected in 1969 were Black.

While this chart does not so indicate, the point clearly made in subsequent charts is that the deteriorating conditions of the Washington public schools have been presided over by both Black and White majorities.

Racism practiced under the segregated conditions in the schools, prior to the Supreme Court decision banning segregation in 1954, undoubtedly created the initial conditions which have contributed to the destruction of poor and Black children. But from 1967 to the present, Black majorities have continued this destruction. In fact, the fight for better education in the schools has been a class struggle on behalf of the vast majority of the children, who come from the low income communities, against middle-class Blacks and Whites.

Chart 1. *D.C. Public Schools*

Percent Distribution of Members of the Board of Education, by Race, 1906-1970



Note: 1906 through 1968, the Board of Education consisted of 9 members, all appointed by U.S. District Court Judges.
1969 to present, the Board consists of 11 members, all elected by D.C. residents as result of a law enacted by the U.S. Congress.

Source: D.C. Board of Education

[redacted]

Teacher Assignment

question:

Which schools are assigned the largest proportion of the "more qualified" teachers?

answer:

The Washington school administration traditionally assigns the "more qualified" teachers to schools located in communities with the highest income levels.

analysis:

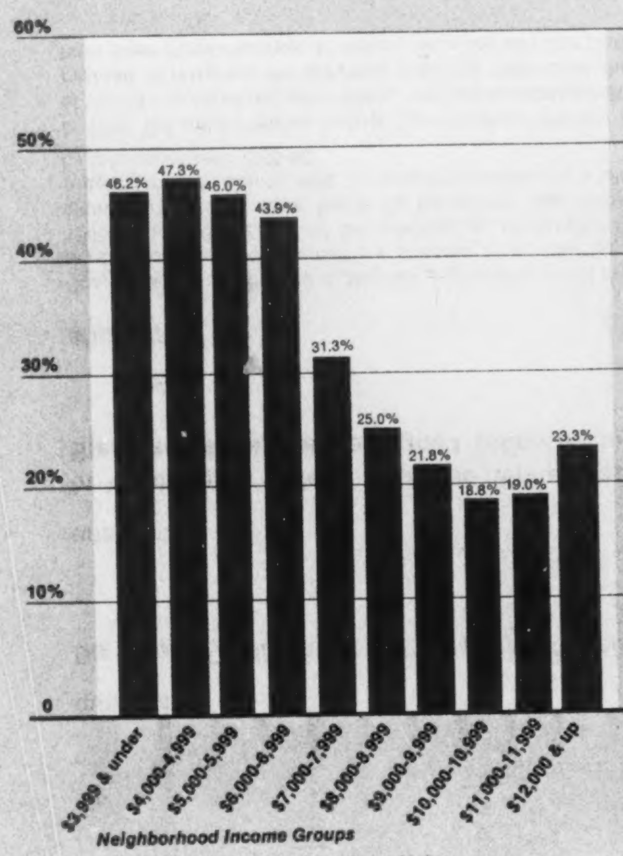
There are three main categories of teachers in the Washington public schools: permanent, probationary, and temporary. "Permanent" teachers have passed the qualifying examination, have met all the academic requirements, and have served a specified probationary period. "Probationary" teachers have passed the qualifying examination and have also met all of the academic requirements, but are still serving a specified probationary period. "Temporary" teachers, for the most part, have not passed or cannot pass the required examination to become permanent and may not have the required academic qualifications.

Chart 2 shows the percent of "temporary" teachers in the elementary schools by neighborhood income groups for the school year 1965. The chart indicates that as the economic level of the neighborhood declined, the percentage of temporary teachers assigned to the schools in those neighborhoods increased. In the poorest community where the income was $3,999 and under, 46% of the teachers were temporary in 1965; while in the community where the income range was from $11,000 to $11,999, only 19% of the teachers were temporary. Temporary teachers, as defined by the school administration, are the least qualified and, as the data show, were assigned primarily to the poorest communities.

The distribution of permanent teachers is, of course, the other side of the coin. Chart 3 shows that in 1969, despite a U.S. court order directing the D.C. school board to equalize facilities, and despite an elected board which was 73% Black, the same general pattern of discrimination still prevailed. In 1969, the elementary schools in the poorest communities with income levels of $3,999 and under had 45% permanent teachers. The $6,000 to $6,999 community had a low of 41% permanent teachers assigned to their elementary schools. The elementary schools located in the neighborhood where the income range was $10,000 to $10,999 contained 59% permanent teachers and well over half of the teachers assigned to the $11,000 to $11,999 and the $12,000 and over income communities were permanent.

Chart 2. *D.C. Elementary Schools*

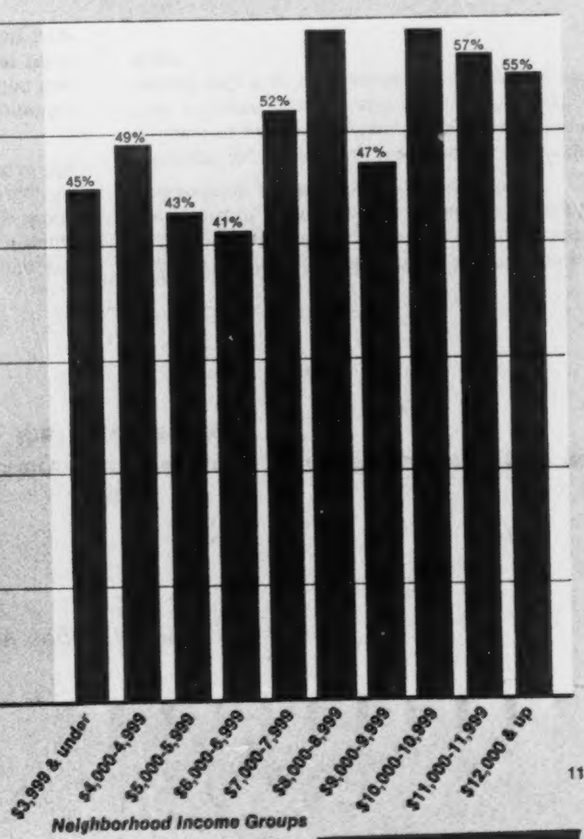
Percent of TEMPORARY Teachers, by Neighborhood Income Groups, 1965



Source: House Committee on Education and Labor

Chart 3. *D.C. Elementary Schools*

Percent of PERMANENT Teachers, by Neighborhood Income Groups, 1969



Source: D.C. Public Schools

Teacher Assignment

question:

Do teacher assignment patterns reflect racial segregation?

answer:

In Washington before 1967, the White teachers were assigned primarily to the White schools and the Black teachers were assigned primarily to the Black schools.

analysis:

Chart 4 shows the degree of teacher segregation in all White and predominantly White elementary schools from 1961-62 through 1965-66. In 1961-62, 9% of the teachers in predominantly White elementary schools were Black. By the school year 1962-63, this proportion had risen to 14% but steadily declined to a low of 3% by the school year 1965-66.

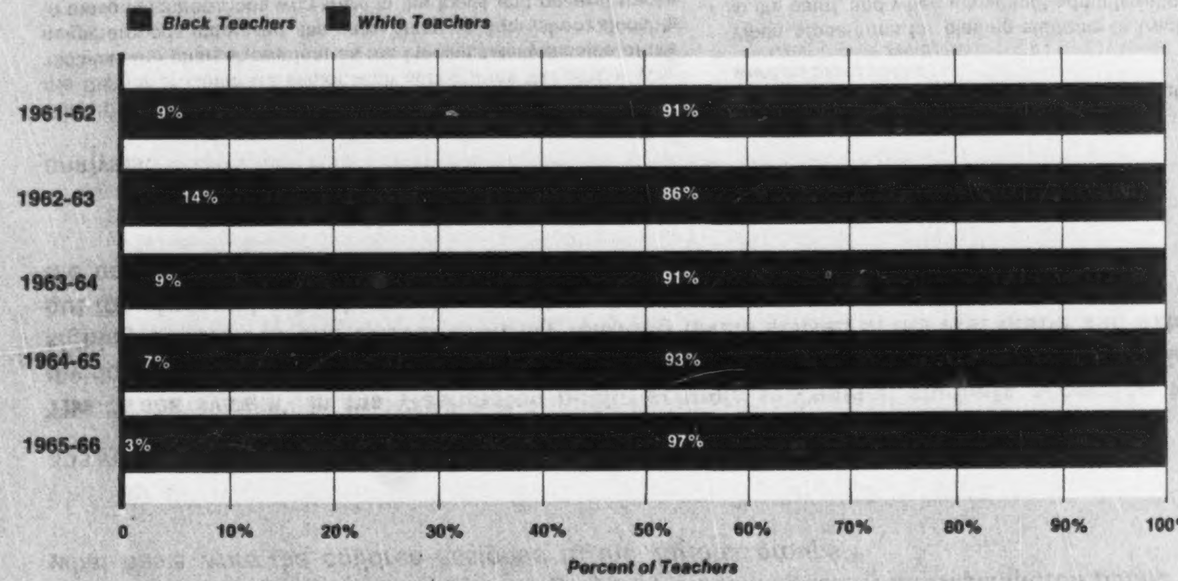
In 1967, the United States District Court ordered that the practice of teacher racial segregation cease. The school administration was ordered to integrate the faculties. Data for 1969 show that there have been some changes. However, there are still completely segregated faculties teaching in the Washington public schools. Most of these segregated faculties are all Black, but it is significant that the Board of Education has consistently maintained the all White composition of the Capitol Page School.

Although experiences in the Black community give substance to the desires of some Black parents to have Black teachers teaching their children, the fact still remains that justice and fairness can prevail only if school teachers are assigned solely on the basis of merit.

Chart 4. *D.C. Elementary Schools*

Degree of Teachers Segregation in All-White and Predominantly White Schools

School Years 1961-62 to 1965-66



School Year	*No. of Schools*	*No. of Teachers White*	*Black*	
1961-62	23	310	31	74% of the 23 schools had all-white faculties
1962-63	23	298	49	74% of the 23 schools had all-white faculties
1963-64	19	249	25	79% of the 19 schools had all-white faculties
1964-65	18	240	17	72% of the 18 schools had all-white faculties
1965-66	14	184	5	71% of the 14 schools had all-white faculties

Source: D.C. Public Schools

[redacted]

The Children—"Ability Grouping"

question:

What was the nature of the system of grouping students used in the Washington public schools and on what basis were the children assigned to the various groups?

answer:

The "track system" in the Washington public schools segregated students according to rigid and individually distinct curriculums: basic, general, regular, and honors tracks. This inflexible means of assigning children to one of four arbitrary learning levels started in the first grade and extended throughout the students' school experiences. The school system placed children in these tracks on the basis of the economic level of their neighborhoods.

analysis:

Chart 5 shows the median family income and pupil placement in the District of Columbia senior high schools for the school year 1963-64. The chart shows that as the median family income of the neighborhoods increased, the percentage of high school students in those neighborhoods who were in the basic and general tracks decreased. In the poorest communities in Washington where the median family income was $3,872, 85% of the children were placed in the basic and general tracks with courses of study which did not prepare students for college. In the poorest communities, there were no honors tracks.

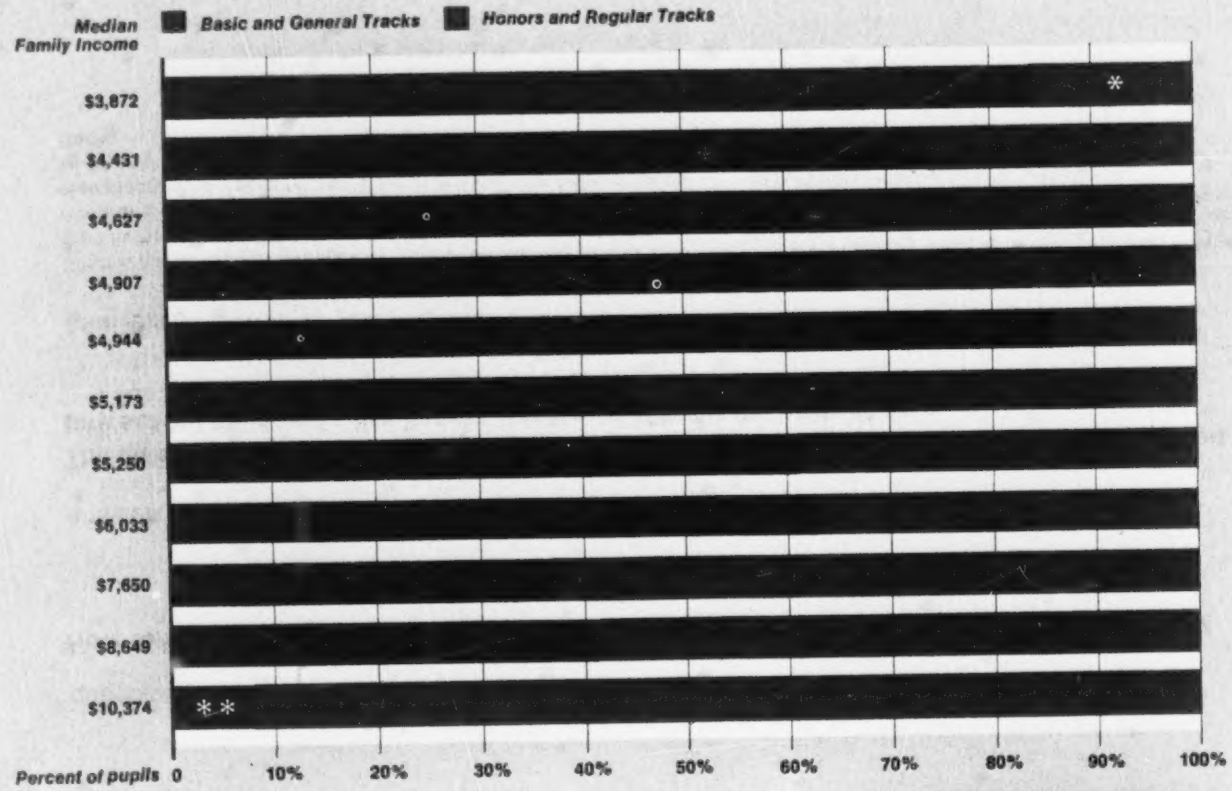
At the other extreme of the income range, in the neighborhoods where the median family income was $10,374 about 95% of the children were placed in the honors and regular tracks and there were no basic tracks.

When procedures for placing students in tracks were challenged in the court, and when the school administration was charged with placing children in the basic and general tracks without testing, the administration instituted a crash testing program. Of the total number of children tested, about 66% were found to belong in the regular track rather than in the lowest two tracks to which they had been assigned.

In 1967 the United States District Court of the District of Columbia declared this track system to be unconstitutional.

Chart 5. *D.C. Public Schools*

Median Family Income and Pupil Placement in the D.C. Senior High Schools, 1963-64



*None in Honors Track **None in Basic Track

Source: D.C. Board of Education

[redacted] 15

The Children—"Ability Grouping"

question:

How were Washington elementary school children selected and placed in the honors track?

answer:

The data show that in 1966, the Washington public school administration selected and placed the elementary school children in the honors track primarily on the basis of race.

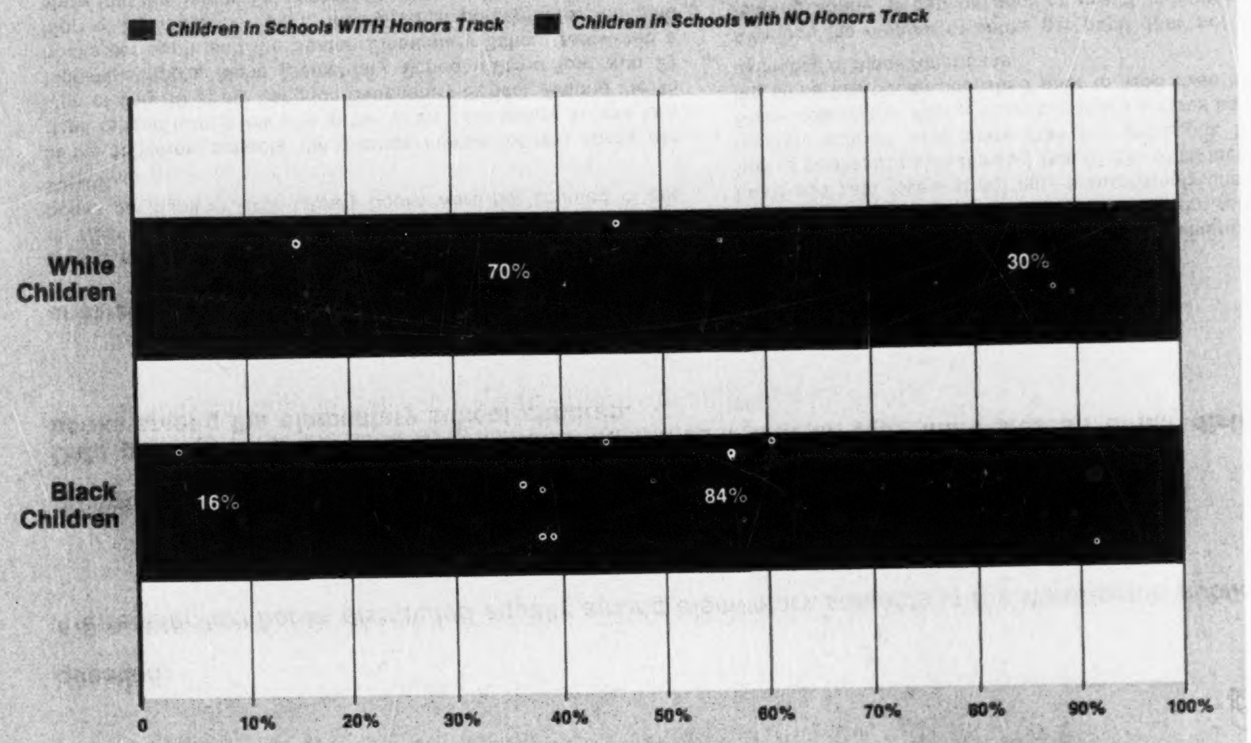
analysis:

Chart 6 shows the percentages by race of elementary school children in the schools with honors tracks for the school year 1965-66. According to the data, 70% of the White children in the public elementary schools at that time were in schools with honors tracks, while only 16% of the Black children were in schools with honors tracks.

An overwhelming majority of the Black elementary school children (84%) were confined to the two lowest tracks, basic and general, and attended schools which did not have honors tracks. Only 30% of the White children were so situated.

Chart 6. *D.C. Elementary Schools*

Percent of Elementary School Children in Schools with Honors Tracks, by Race, 1965-66



Note: Children in Special Education Classes not included. Source: D.C. Public Schools

[redacted]

17

Books Per Pupil

question:

Are regular text books distributed equally among elementary students in the Washington public schools?

answer:

Data published by the school administration indicate that in 1969 there was an unfair distribution of books among the elementary school children.

analysis:

Chart 7 shows the 15 lowest and the 15 highest elementary schools in Washington ranked according to the average number of text books per pupil in 1969. Library books were not counted in this survey.

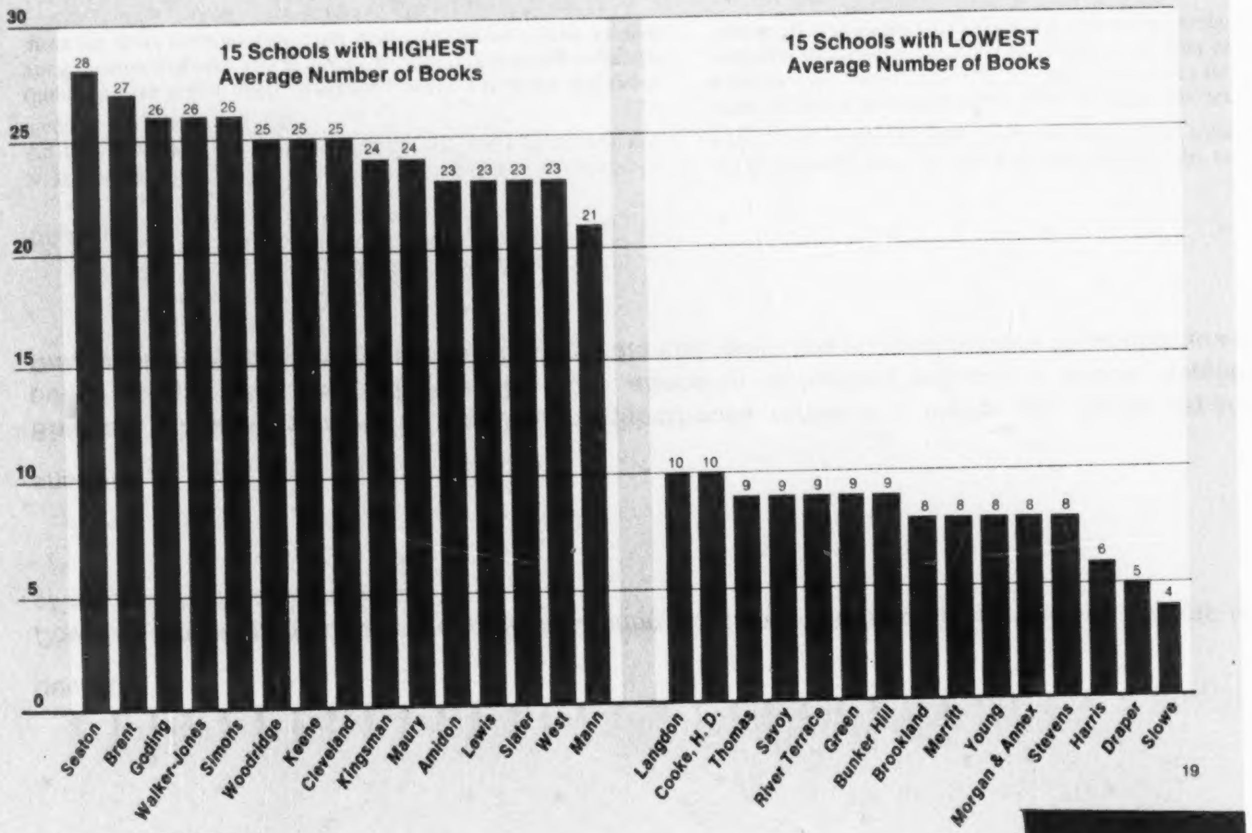
In the 15 lowest schools, the average number of text books per pupil ranged from a low of 4 at the Slowe Elementary School to a high of only 10 at the Langdon Elementary School. Among the 15 highest schools, Mann Elementary School ranked low with 21 books per pupil, and the Seaton Elementary School registered a high of 28 books per pupil. Measured in percentages, the data show that the Seaton Elementary School provided each child with an average of 85.7% more books in 1969 than did the Slowe Elementary School.

In requesting this data, we also asked for a numerical breakdown of textbooks by date of publication. Although not reflected on the chart and data revealed not only a surprisingly unequal distribution of books, but also the fact that 55.8% of textbooks in all elementary schools were more than five years old. In a primarily Black community, this gap can become a serious barrier to learning since few books published prior to 1965 even mentioned the existence of Black Americans.

Although the number of books per pupil does not alone predict reading ability, it can be another useful indicator of individual school inequities and curriculum priorities (i.e. one school on Chart 7 reported 154 dictionaries and 10 literature books for 944 students; another listed only 622 mathematics books for a total of 1,441 students).

Chart 7. *D.C. Elementary Schools*

Average Number of Books per Pupil, Elementary Schools, 1969



Source: D.C. Public Schools

Regular Budget Funds

question:

Does the Washington public school administration allocate equal funds to elementary schools regardless of neighborhood income level?

answer:

Students attending schools in wealthier neighborhoods received a higher per capita expenditure of public school funds in 1965 than did those attending elementary schools in poorer neighborhoods. Data published three years later reveal very little change in this unequal pattern of expenditure per pupil.

analysis:

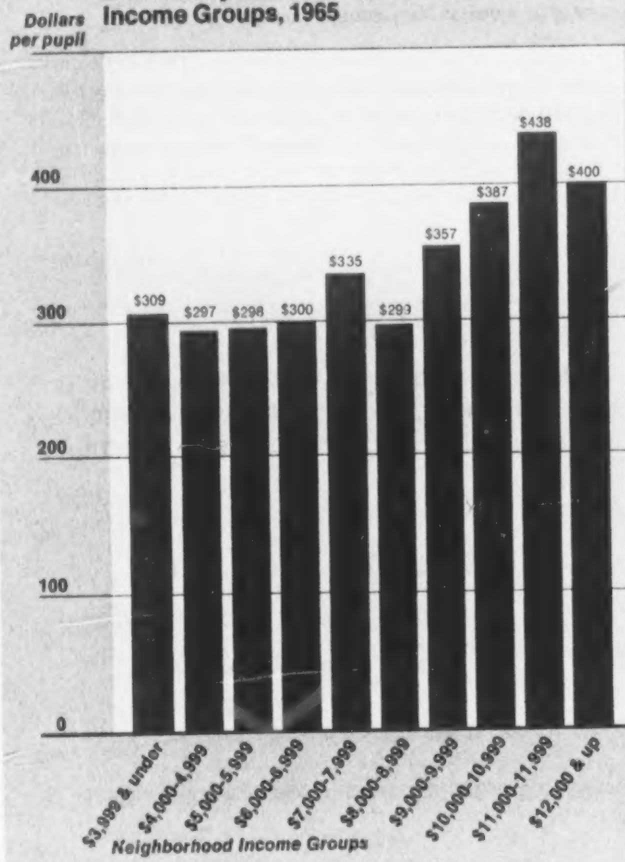
In Washington, neighborhoods with the lowest average incomes are primarily Black, and neighborhoods with the highest average incomes are primarily White.

Chart 8 shows that in 1965, elementary schools in lower and moderate income neighborhoods (under $9,000) had average expenditures per pupil substantially lower than those in the higher income areas ($10,000 and above)—$306 contrasted with an average of $396 in the wealthier neighborhoods, about 30% higher.

Chart 9 shows that three years later, in 1968, the general pattern remained the same, although the gap had narrowed. The overall average expenditure per pupil in areas of less than $9,000 income was $391, contrasted with $442 in areas of $9,000 income and more.

Chart 8. *D.C. Elementary Schools*

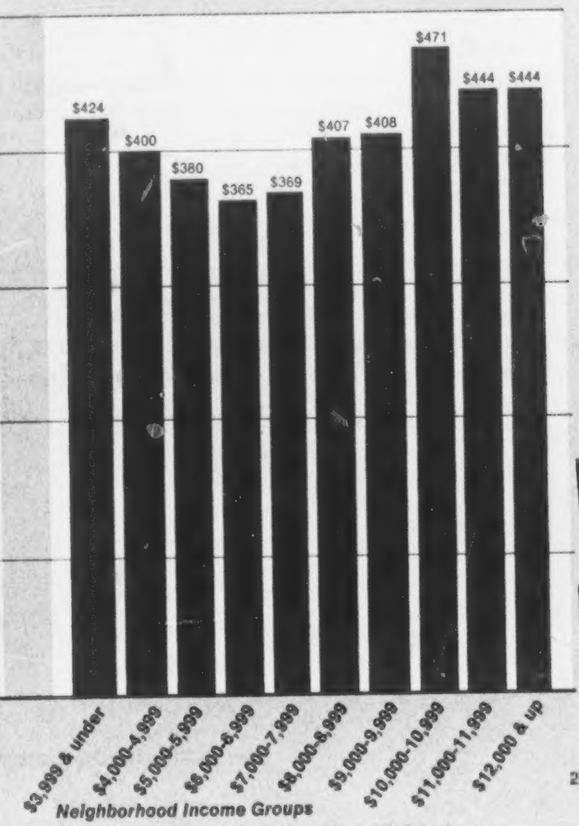
Average Expenditure per Pupil in the Elementary Schools, by Neighborhood Income Groups, 1965



Source: House Committee on Education and Labor.

Chart 9. *D.C. Elementary Schools*

Average Expenditure per Pupil in the Elementary Schools, by Neighborhood Income Groups, Fiscal Year 1968 *

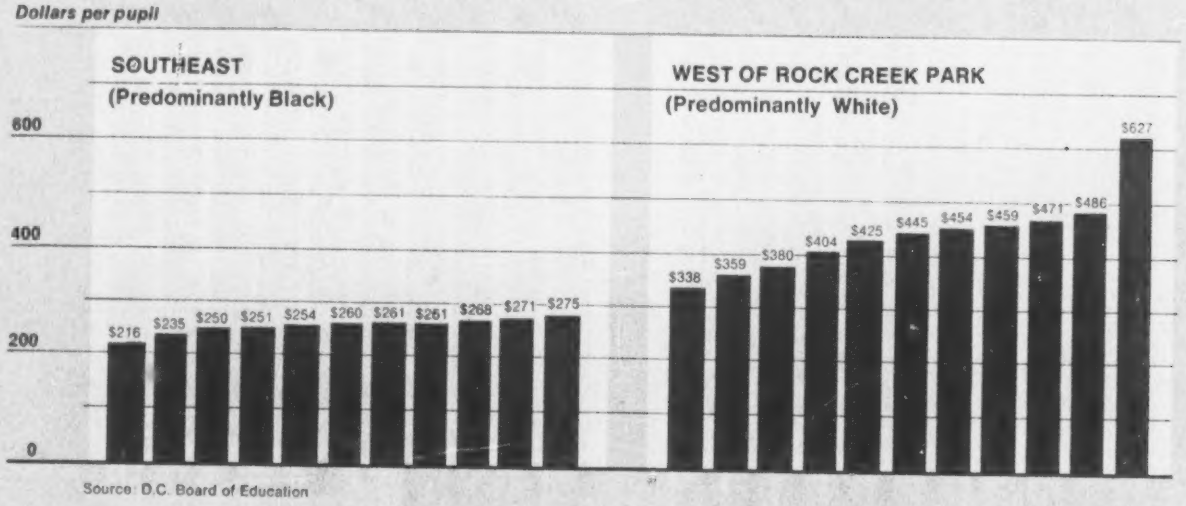


[redacted]

*Regular budget funds only. Source: D.C. Public Schools

Chart 10. *D.C. Elementary Schools*

Expenditures per Pupil in Selected D.C. Elementary Schools, 1963-64



Source: D.C. Board of Education

Regular Budget Funds

question:

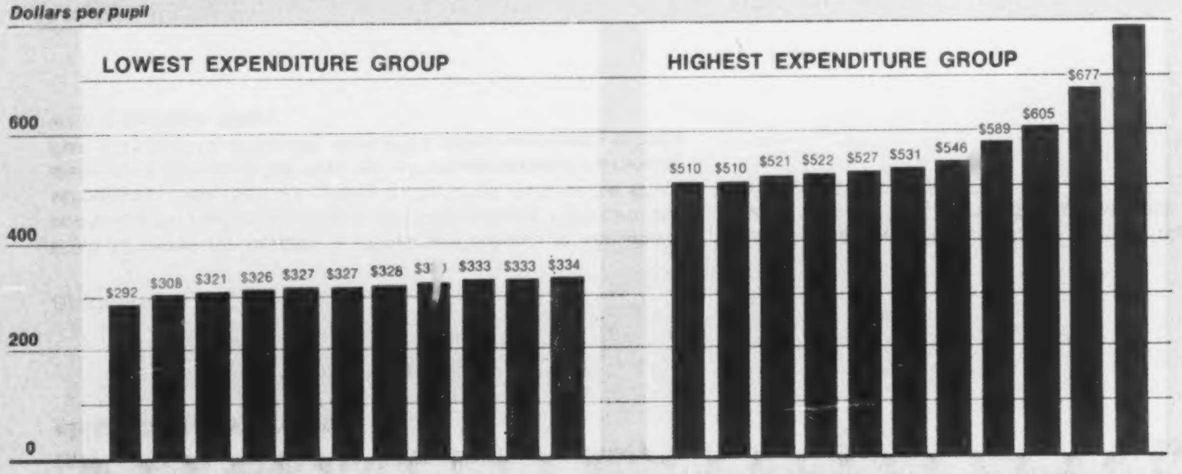
What are the average expenditures per pupil in elementary schools in a predominantly poor and Black community compared to the expenditures per pupil in elementary schools located in predominantly White and affluent communities in the same school district?

answer:

The Black Southeast elementary schools of Washington received much less than a fair share of the resources available to the public schools in 1963-64. The predominantly White schools west of Rock Creek Park received twice as much money per pupil as the poor Black schools. In 1968, the picture was relatively the same.

Chart 11. *D.C. Elementary Schools*

Expenditures per Pupil in Selected D.C. Elementary Schools Based on 1968 Regular Budget Funds



*In 1963-64 the spread between the highest and lowest schools was $411. The above data from 1968 show that the spread has increased to $506.

analysis:

Chart 10 shows expenditures per pupil in selected Washington elementary schools during the school year 1963-64. The chart shows that the highest expenditure per pupil in any school in the predominantly Black community equaled only 81% as much as the lowest expenditure per pupil in the schools located in the predominantly White community. The differential in expenditures per pupil between the lowest school in the predominantly Black community and the highest school in the predominantly White community amounted to $411.

Chart 11 shows expenditures per pupil in selected Washington elementary schools in 1968. Even though new data showed there had been a striking increase in expenditure per pupil in *selected* schools in predominantly Black areas, ten of the eleven schools listed in the Lowest Expenditure Group were still located in the District's poorest and most neglected area—Southeast Washington.

The differential in expenditures per pupil between the school receiving the highest expenditure and the school receiving the lowest expenditure was $506 in 1968, an increase of $95 over the spread which prevailed in 1963-64.

The differences in per capita expenditures were greater than those recorded in the elementary school systems in the States of Alabama, Georgia, Louisiana, or Mississippi in either 1964 or 1968.

Regular Budget Funds

question:

Is race of the children a factor in the allocation of school funds?

answer:

According to data published by the Washington public schools, the race of the children in the elementary schools seemed to have been a primary factor in the distribution of funds. Of course, the Black children received less.

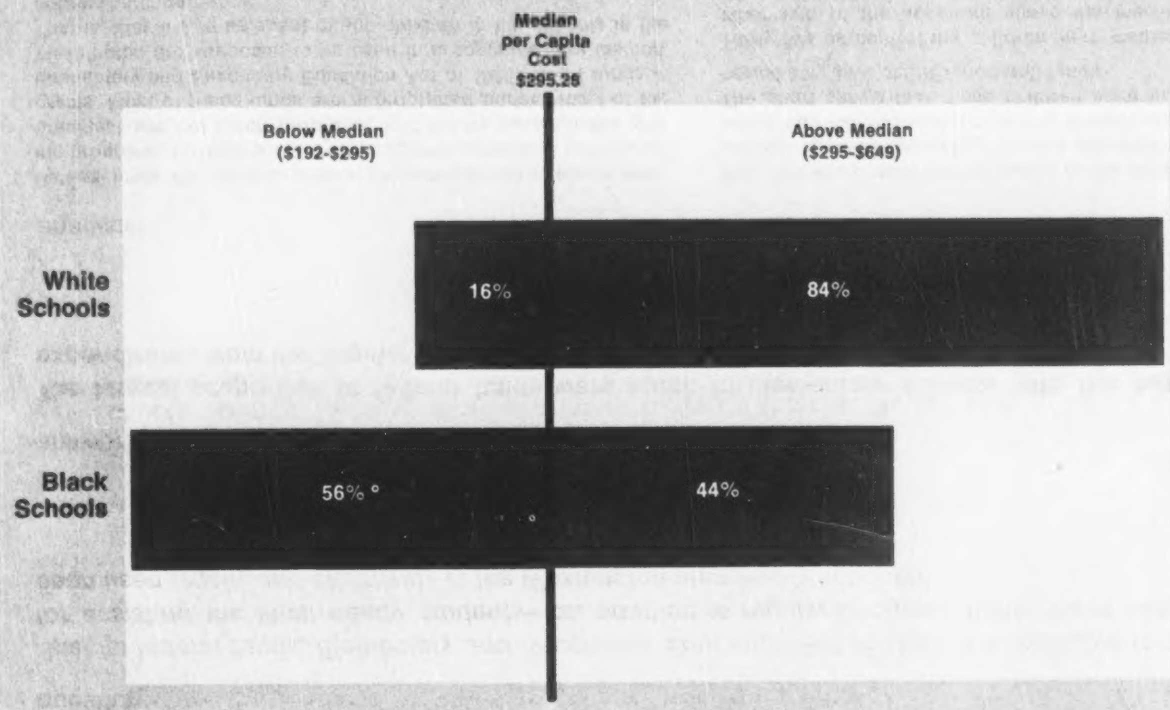
analysis:

Chart 12 shows the percent of elementary schools ranked above and below the median per capita cost (expenditure) by race in the school year 1964-1965. According to the chart, 84% of the White elementary schools at that time had per capita expenditure ranging from $295 to $649, while only 44% of the Black elementary schools were in the same range.

Only 16% of the White elementary schools had expenditures in the range ($192 to $295), while 56% of the Black elementary schools were also in the same range.

Chart 12. *D.C. Elementary Schools*

Percent of Elementary Schools Ranked Above and Below Median per Capita Cost, by Race, 1964-65



Note: Seven of the top 10 ranking schools are predominantly white. Source: D.C. Public Schools

Federal Funds

question:

Special federal funds, Elementary and Secondary Education Act (ESEA), are available to school districts for assisting the most needy students—an addition to regular budgeted funds. Have such federal funds been used legally and effectively in the Washington elementary schools?

answer:

The largest proportion of federal funds were spent in elementary schools with the highest per pupil expenditures from the regular budget.

analysis:

Federal funds are spent on special projects such as remedial reading programs, cultural enrichment programs, individual instruction, breakfast and hot lunch programs, and library development programs. Most of these funds are appropriated under Title I of the Elementary and Secondary Education Act of 1965. Title I funds in Washington are supposed to be used in a compensatory fashion. That is, they are to be spent on the children in the schools in the poorest neighborhoods.

Dr. James Allen, the former Commissioner of the United States Office of Education, suggested that ESEA funds should be cut off from those school districts which have not equalized expenditures per pupil from regular budget funds.

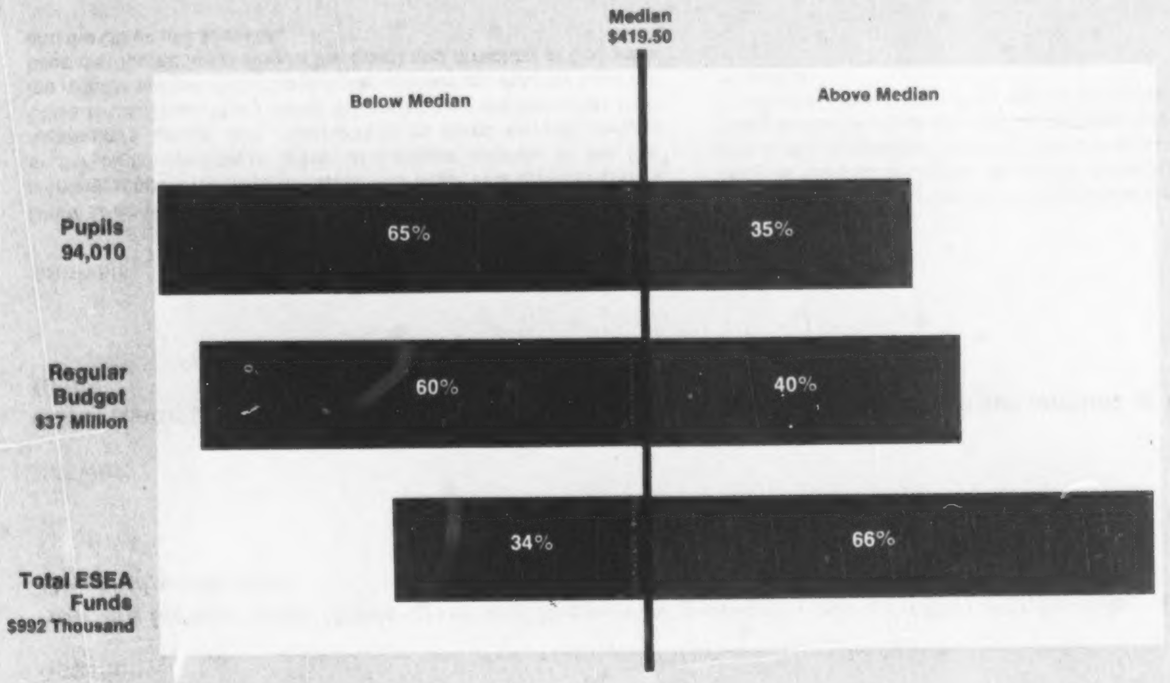
Chart 13 shows pupils and expenditures in schools above and below the median expenditure per pupil, per school, in 1968. At that time there were 94,010 pupils in the Washington elementary schools. Sixty-five percent of those pupils were assigned to schools which had expenditures below the median expenditure per pupil. The chart shows that these children were in schools which received only 34% of ESEA (federal) funds.

Thirty-five percent of the children were located in schools at the other end of the spectrum above the median expenditure per school. This 35% of the children received a major proportion, 66%, of the federal funds appropriated under the Elementary and Secondary Education Act of 1965.

The middle bar on the chart shows a disproportionate expenditure from regular budget funds which indicates that the Washington public school system has not yet equalized expenditures per pupil from regular budget funds.

Chart 13. *D.C. Elementary Schools*

Pupils and Expenditures in Schools Above and Below the Median Expenditure* per School, 1968



Military Road School not included.

*Median expenditure based on ESEA plus regular budget funds. Average expenditure—above median, $470; below median, $368.

Source: D.C. Public Schools: Superintendent's letter dated May 26, 1969.

Federal Funds

question:

How are federal funds (Elementary and Secondary Education Act of 1965) distributed in the Washington elementary schools?

answer:

ESEA funds are primarily spent in the elementary schools receiving the larger amount of regular budget funds.

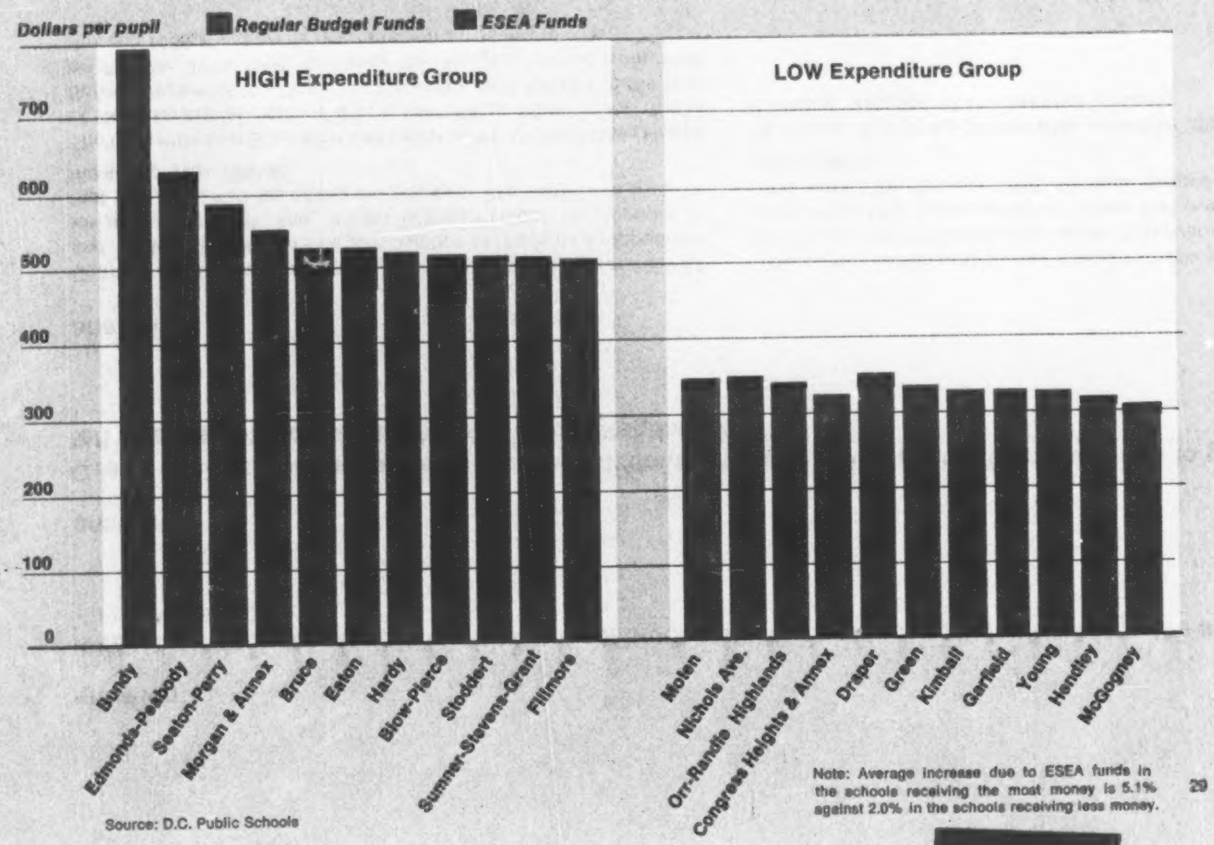
analysis:

Chart 14 shows per capita expenditures per pupil in selected elementary schools for the year 1968. The chart lists eleven schools in the high expenditure group and eleven schools in the low expenditure group. The expenditures in these schools include ESEA funds. The primary points illustrated here are that funds from the regular budget of the Washington elementary schools have not been distributed according to the intent and direction of Congress and the Office of Education.

The schools in the high expenditure group are receiving more than twice as much ESEA money as are the schools in the low expenditure group. According to the U.S. Office of Education, federal ESEA funds should be used primarily as compensatory funds for schools in poorer neighborhoods after regular budgeted funds have been equalized.

Chart 14. *D.C. Elementary Schools*

Expenditures per Pupil in Selected D.C. Elementary Schools, Fiscal Year 1968



Source: D.C. Public Schools

Note: Average increase due to ESEA funds in the schools receiving the most money is 5.1% against 2.0% in the schools receiving less money.

[redacted]

The Children—Dropouts

question:

What is the dropout rate among high school students? Why are these students leaving the school system?

answer:

Over a five-year period, more 16-year-old students dropped out of school than remained to graduate. Most left because of lack of interest and poor attendance.

analysis:

Chart 15 shows the total number of dropouts by cause for 1960-61 and 1964-65. In 1965, the largest number of students dropped out for lack of interest. The second largest number of dropouts in that year occurred for economic reasons. The same was true for the school year 1960-61.

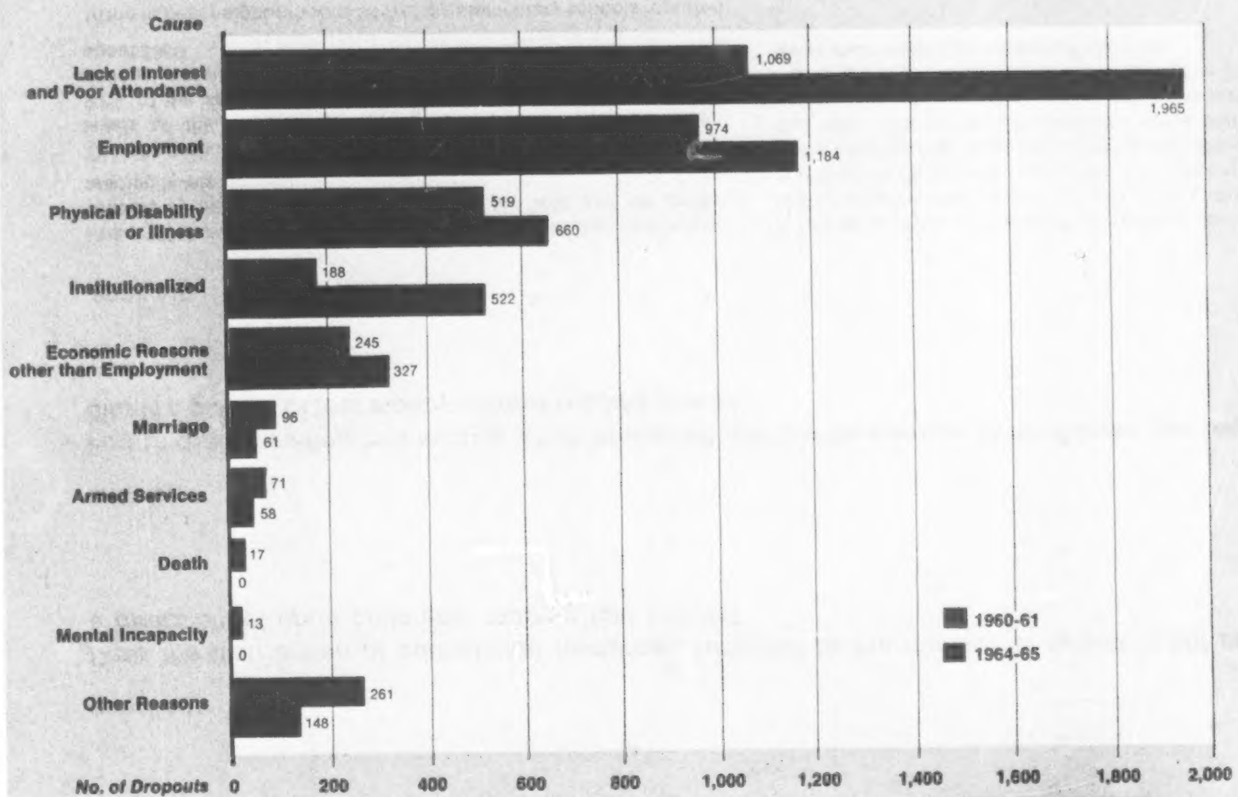
The Committee on Education and Labor of the United States House of Representatives estimated in a *Task Force Study of the Public School System in the District of Columbia as it Relates to the War on Poverty, June 1966,* that over the five-year period from 1960 through 1965, the dropout rate ranged from 36.4% to 40%.

The school administration has stated that there are no up-to-date available data on dropouts by cause. However, an analysis of the data which they have published shows that over the five-year period from 1965 through 1969, students dropped out at a rate of about 38.8%

A dropout is a young person who, sometime after passing his 16th birthday, quits school and does not graduate.

Chart 15. *D.C. Public Schools*

Total Number of Dropouts, by Cause, 1960-61 and 1964-65



Source: D.C. Public Schools and House Committee on Education and Labor.

[redacted]

Reading Levels

question:

Does the distribution of educational resources, reflected by the number of dollars spent per pupil, have a direct effect upon childrens' reading test results?

answer:

Fourth grade reading test scores, when presented along with average expenditures per pupil, clearly indicate a pattern of less money—lower reading scores.

analysis:

Chart 16 shows average expenditure per pupil in the elementary schools by neighborhood income groups for 1968 and 4th grade reading levels for 1969.

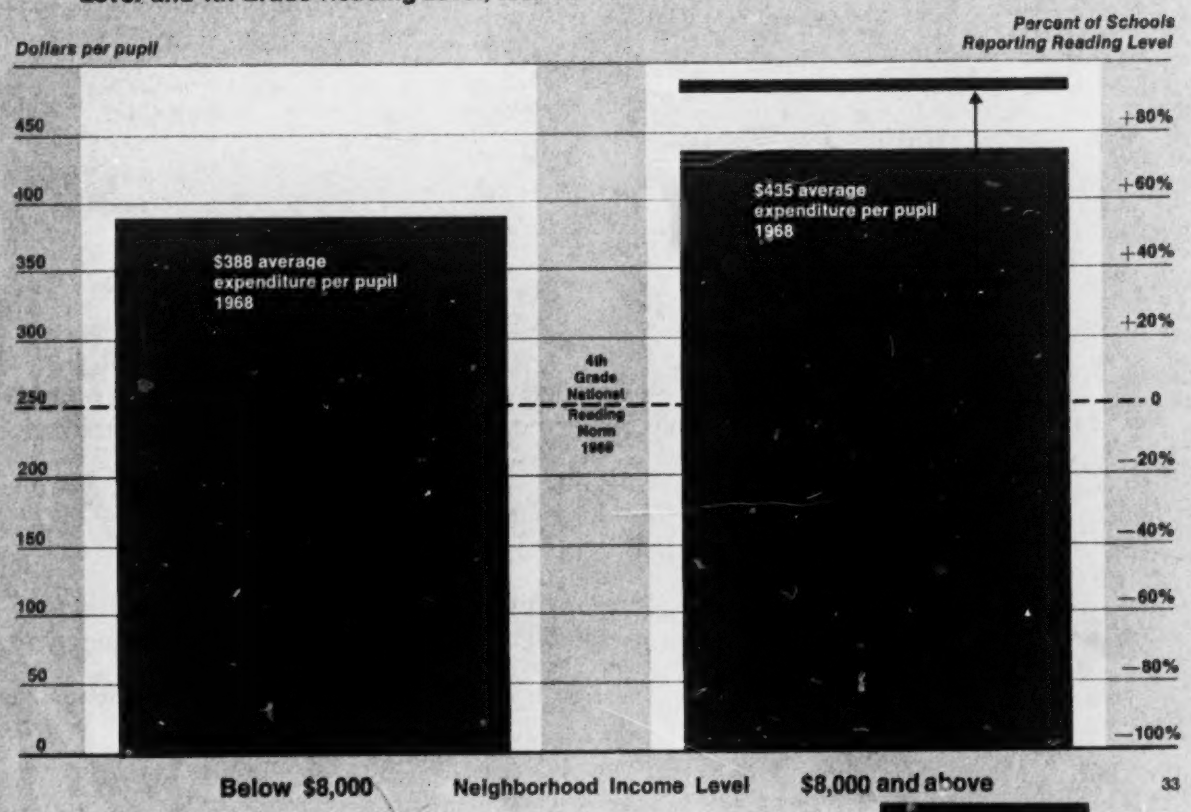
The chart shows that as the income level goes up, the reading levels of the children go up. In the poorest neighborhoods 96% of the schools reported that their children read *below* the national norm, and that the average expenditure per pupil was about $388.

In the richest neighborhoods 94% of the elementary schools reported reading scores *above* the national norm. The average expenditure per pupil for the richest neighborhoods amounted to some $435.

A further analysis of the data on reading scores for elementary school children shows that in 1966-67, 72% of the schools reported that their fourth graders read below the national norm. By 1968-69 these children had reached the 6th grade. The data show that by that time, 77% of the schools these same children attended reported sixth grade reading scores below the national norm. Thus, the longer children remain in the Washington public schools, the lower their reading performance becomes.

Chart 16. *D.C. Elementary Schools*

Average Expenditure per Pupil in the Elementary Schools, 1968,* by Neighborhood Income Level and 4th Grade Reading Level, 1969



[redacted]

*Regular budget funds only. Source: D.C. Public Schools

A Parting Word:

Parents and others should not wait until they have the "necessary community organization" to launch an attack upon their public school problems. The children's cry is urgent. Organizations are too often slow and cumbersome. Five or six determined people can begin the collection and evaluation of the needed data and be quite effective.

There is no time in the future at which these problems can be solved; the challenge on behalf of THE DAMNED CHILDREN is in the moment and the time is always right now.

Selected Guide References

The following list of references provides examples of the various types of data available to a city school system. Those listed with an asterisk are suggested as background reading for persons interested in developing a graphic presentation of their own school system.

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Acknowledgments

To the children who came from eleven senior high schools, five vocational high schools, and twenty-eight junior high schools to attend the Manressa Student Conference held in Annapolis, Maryland, in December 1968, and who attempted to communicate with a disinterested Board of Education through the urgency of their cry for a decent education.

To all of the children of the Washington schools who have openly rebelled against the continued insensitive programmed retardation in public education which they sensed would end in their complete destruction.

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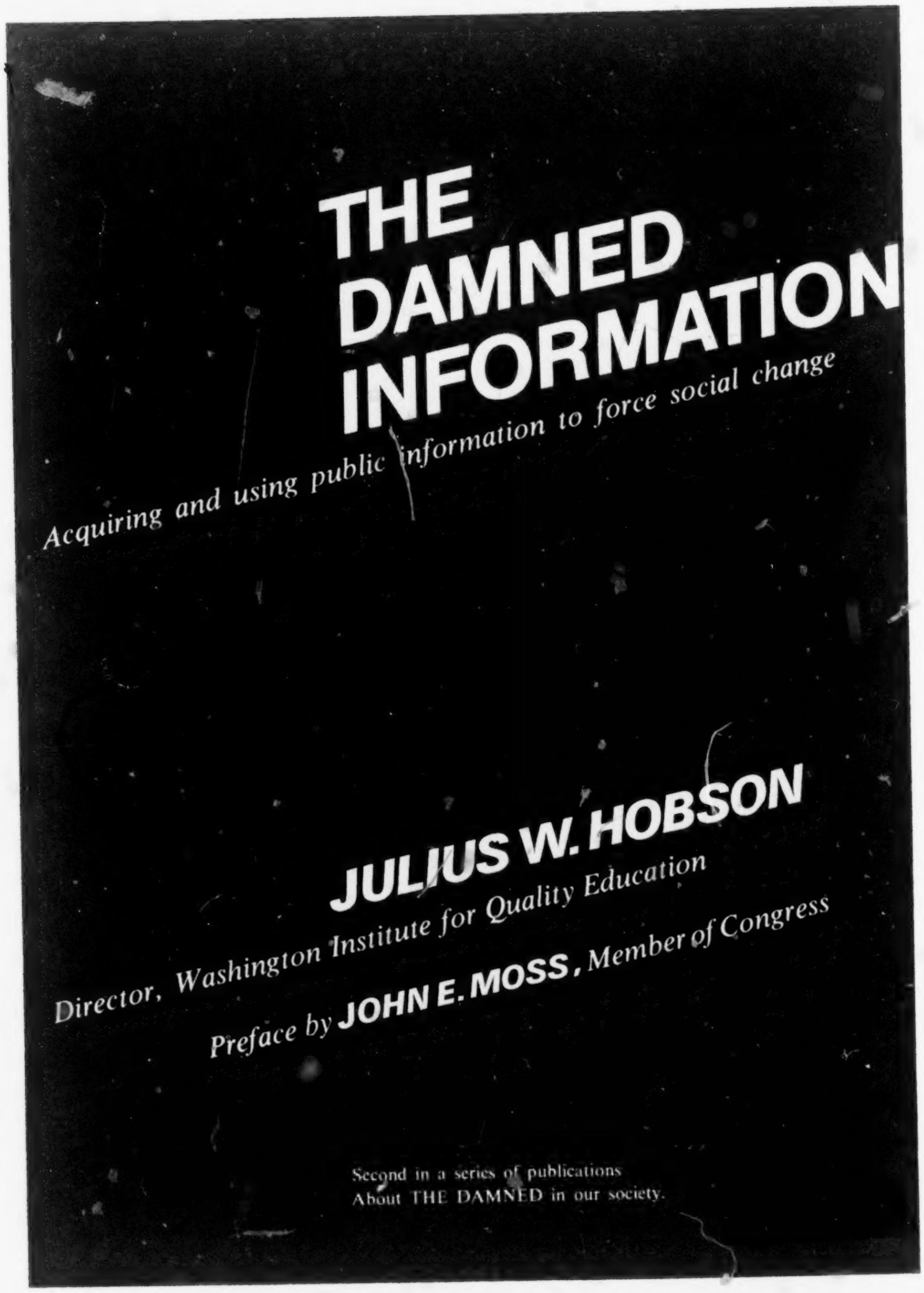

THE DAMNED INFORMATION

Acquiring and using public information to force social change

JULIUS W. HOBSON

Director, Washington Institute for Quality Education

Preface by **JOHN E. MOSS**, *Member of Congress*

Second in a series of publications
About THE DAMNED in our society.

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THE DAMNED INFORMATION

Acquiring and using public information to force social change

by JULIUS W. HOBSON

Legal discussion and analysis of
the Federal Freedom of Information of Information Act
and similar laws in 50 states

published by THE WASHINGTON INSTITUTE
FOR QUALITY EDUCATION (WIQE)

Second in a series of publications about THE DAMNED in our society.

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in public education.

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PREFACE

This preface is being written during the pendency of the suit by the Department of Justice to enjoin the *New York Times*, the *Washington Post*, the *Boston Globe*, and the *Chicago Sun Times* from publishing material relative to our nation's involvement in Vietnam. At present, this matter remains unresolved; however, it appears that it will be taken before the Supreme Court, where the basic question of our rights under the First Amendment of the Constitution will be applied to this situation.

It has long been my belief that in a democratic society such as ours, the people have a basic right to information about their government. Without free access to information, the guarantees of other freedoms would be mere hollow phrases in the Bill of Rights, for the freedoms could be abrogated in secret by those clothed in the brief authority of government.

The gradual abridgement of the public's right to know has been aided by the vagueness of the law. In the past, the right of access to government information was obviously so fundamental that the Congress apparently felt that the right to know should need no statutory protection. This is no longer the case, however, for in 1966, Congress enacted the Freedom of Information Act, which went into effect on July 4, 1967. This act reversed the long-standing government information policies and customs which limited public access to information.

Unfortunately, there is a widespread information gap—affecting the public, including the news media and government—regarding the provisions of the law. There have been numerous instances of low-level officials denying the release of information, the withholding of which could not be legally justified. To compound this error, the person to whom the information was denied frequently was not aware of the administrative appeal procedures available to him.

As the former Chairman of the Foreign Operations and Government Information Subcommittee, which developed the legislation creating the Freedom of Information Act, I am all too familiar with cases where individuals have given up without exercising their rights under this law.

While the Freedom of Information Act has opened the door to information in many instances during the past five years since its enactment, I must confess some disappointment that it has not been utilized as much as it should have. Despite its presence on the books, some people are still willing to accept a brush-off on their information requests from government agencies. It is for this reason that this book has been written. Not only is it a valuable tool in illustrating how the law can work for the individual, but it also is an important contribution toward enlightening the public as to the avenues of recourse available to them in cases where they are denied their right to information.

Regrettably, justice is not inexpensive. We find this problem most prevalent with ordinary citizens seeking information. They simply cannot afford the court and legal fees necessary to press their cases. It has been suggested that the Subcommittee consider changing the law, so that when the government loses in a Freedom of Information court contest, it would be required to pay the plaintiff's court costs. This change would no doubt make more agencies think twice before sending their plentiful legal talent to court.

On the other hand, government agencies are making much more information available on an inquiry basis than before the act. Its very existence discourages refusals, especially on matters where an agency knows that it would not have a chance of winning in court. This is reflected in complaints that have come before the Subcommittee where an individual has been turned down on his first request for information and then was advised by us to use the appeal procedure, citing the Freedom of Information Act. When the agency is aware that a case is being built which could conceivably end up in court, it often makes the requested information available.

This text offers the individual an opportunity to examine a step-by-step analysis of how the law can be applied to a number of common situations. It is my hope that it encourages the reader to exercise his rights under the law.

John E. Moss
Member of Congress

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INTRODUCTION

In recent years, new legal tools have been forged to get information on social problems into the hands of the public. These tools, while not perfect, are very powerful. Yet many people who would put the information to work know little or nothing about the tools for getting it.

Minority groups in this country are particularly concerned with obtaining accurate information on the various forms of discrimination in the distribution of public resources in terms of jobs, housing, etc. Faced with discrimination in educational opportunities, employment, housing, transportation, public health, and other community services, blacks and other minority group members are confronted with ever-pressing questions such as, "How do you prove discrimination in employment?" "How do you measure discrimination in education?" and, "How do you combat discrimination in housing?"

Many groups of citizens, particularly in the large cities of the country, are seeking to improve the quality of their lives by advocating and forcing social change through avenues such as the federal and state courts, state legislatures, and other local governing bodies including school boards. Almost always, these citizens run into public officials who take lightly their desires to obtain public documents, attend public meetings, and examine public records—thus, the need for good federal and state access statutes (public information laws protecting the citizen's right to know).

This book, therefore, attempts to draw together available information about getting and using public data. It is keyed to the needs of both the social activist and his lawyer. It is divided into three major parts:

1. How to get the information is primarily for the social activist and researcher, offering fairly simple, practical advice about gathering information. The last section, the sample pleadings in a lawsuit to obtain government information, is for both the social activist and the lawyer. We have specifically refrained from going into an extensive legal discussion here because we have provided a complete legal bibliography on the practical and theoretical aspects of this subject. This is not an attempt to teach law, but rather it is an effort to alert individuals to some of the legal avenues down which they may go in dealing with social, economic, and political problems.

2. How to use the information. We offer some practical illustrations from cases in the major controversial fields of education, employment, and transportation. Going over these examples may suggest new ideas useful in these as well as other related fields. Only a small part of the records and opinions in these cases is reproduced; however, the citations are provided so that those interested in going into them more fully can obtain and read the official reports.

3. Source materials on information laws. In this part of the book, we provide references to all major statutes. The full text of the federal act is included. The California statute is also reproduced in full because it is the most extensive recent state enactment inviting discussion and comparison. The state-by-state analysis, in addition to its quick reference features, also invites further discussion and comparison.

After reading this book, citizens should consult public interest law firms, neighborhood legal services, and civil liberties lawyers regarding what can be done under the law in these areas.

Julius W. Hobson, *Director*
WIQE

Landon G. Dowdey, *Lawyer*
Dowdey, Levy, and Cohen; Washington, D.C.

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PRACTICAL DIRECTIONS FOR REQUESTING INFORMATION

The following suggestions are keyed for use in dealing with federal agencies; however, modified slightly to suit local conditions, they should prove useful with state and municipal agencies as well. See state-by-state analysis below for references to local procedures.

The Freedom of Information Act, 5 U.S.C. 552, gives citizens the right to obtain information in the possession of United States agencies. Each agency—or if it is part of a larger department, the department—has regulations (found in the Code of Federal Regulations) that set forth the procedure for requesting information for that particular agency. Procedures may also be ascertained by calling the agency involved and asking for its Office of Public Information. Usually, the procedure is very simple:

1. You write a letter to the information officer of the agency, identifying the information sought. The agencies are under no obligation to compile new records for you. They are only obliged to give you records already in existence. The letter should indicate whether you wish access to the records for perusal and note-making or whether you actually want copies of the records sent to you. The latter can become expensive. Ask the agency to tell you the cost before sending you the records. A prompt reply and, in the event of a denial of your request, a written explanation of the reasons therefor, should also be requested.

(Your address)
(Date)

(Name and address of agency information officer)

Dear ______________________________
(Name or title of information officer)

Pursuant to the Freedom of Information Act, 5 U.S.C. 552, and to the regulations of the Department of ______________________________
(Name of agency or department)

______________ C.F.R. ______________*, I hereby request access to
(Citation to regulations)

(or a copy of) ______________________________
(Identify record(s) sought in as much detail as necessary)

I would appreciate a response from you at your earliest convenience. If this request should be denied, I would appreciate a written explanation of the reasons therefor under the Freedom of information Act.

Thank you for your prompt attention to this matter.

Sincerely,

(Your signature)

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*Regulations need not be referred to and/or cited if you have difficulty locating them.

2. If your request is denied, most regulations provide for an appeal to a specified higher agency official. In your appeal letter, it is wise to spell out the reasons why you think you are entitled to the information under the Freedom of Information Act and to answer any arguments the agency may have presented in its letter of denial. There are nine exemptions to the Freedom of Information Act (5 U.S.C. 552(b)(1) - (9)). These categories include matters such as trade secrets; confidential, commercial, or financial information; intra-agency memoranda; etc. There are cases limiting the application of most of these exemptions now, so before deciding not to make or pursue a request simply because it appears that you might be asking for "trade secrets" information, for example, you should consult the case law. It is important to remember that, even if parts of the records you request are, in fact, exempt from disclosure under the law, the agencies must give you access to all portions of such records which are not so exempt.

3. If your appeal is turned down, the Freedom of Information Act provides that you may take the matter to court. Copies of all your correspondence with the agency should be maintained for this eventuality. While the judicial process need not be too costly, it may take some time for a decision to be reached in a particular case.

4. Last, but far from least, it is important to remember that you have a congressman in Washington. A direct appeal to him will usually bring an inquiry on your behalf to the agency involved. Congressmen like to do more or less routine favors such as this for constituents, and the agencies are anxious to oblige when they get mail or telephone inquiries from a congressman or senator's office. It saves a lot of appeals and lawsuits. Furthermore, if the congressman is sympathetic to your cause, he may demand and obtain information you could never possibly secure. He may even go so far as to conduct a public hearing. Data gathered at such a congressional hearing provided the basic information used to initiate ***Hobson v. Hansen*** and also ***Hobson v. Hampton***.

SAMPLE PLEADINGS

In lawsuits to obtain public information

The following court papers were filed in the United States District Court for the District of Columbia in two recent cases seeking information from federal agencies under the Federal Freedom of Information Act.

These pending cases illustrate not only the appropriate legal forms, but also they illustrate the way two sophisticated public interest groups went about gathering information, the difficulties they encountered, and how they overcame them.

We are indebted to William A. Dobrovir and Joan M. Katz, both of Washington, D.C., who served as counsel for the plaintiffs in these cases and prepared most of the pleadings which follow. While keyed to practice in the federal courts under the federal act, these pleadings should be helpful in state courts under local statutes.

COMPLAINT

In action against the Secretary of Agriculture to obtain information about pesticides

IN THE UNITED STATES DISTRICT COURT
FOR THE DISTRICT OF COLUMBIA

HARRISON WELLFORD
6034 Broad Street
Brookmont, Maryland

JOE TOM EASLEY
906 Keith Lane
Austin, Texas 78705

BERNARD NEVAS
333 A Harvard Street, #4
Cambridge, Massachusetts 02139
Plaintiffs,

v. Civil Action
No. 740-70

CLIFFORD HARDIN, Secretary of Agriculture
Department of Agriculture
Independence Avenue between 12th and 14th
Streets, N.W.
Washington, D.C. 20250

GEORGE W. IRVING, JR., Administrator
Agricultural Research Service
Department of Agriculture . . .

F. R. MANGHAM, Deputy Administrator
Agricultural Research Service
Department of Agriculture . . .

H. W. HAYS, Director
Pesticide Regulation Division
Agricultural Research Service
Department of Agriculture . . .

PESTICIDE REGULATION DIVISION
Agricultural Research Service
Department of Agriculture. . .

DEPARTMENT OF AGRICULTURE
Independence Avenue between 12th and 14th
Streets, N.W.
Washington, D.C. 20250
Defendants.

COMPLAINT FOR INJUNCTION AGAINST UNLAWFUL WITHHOLDING OF RECORDS AND FOR ORDER FOR PRODUCTION OF RECORDS

1. This is an action under the Freedom of Information Act, 5 U.S.C. 552, to enjoin defendants from withholding certain specified records maintained by defendants, and to order them immediately to produce, and permit plaintiffs to inspect and copy, these records.

2. This action arises under Section (a)(3) of the Freedom of Information Act, 81 Stat. 54, 5 U.S.C. 552 (1967). This court has jurisdiction pursuant to the provisions of 5 U.S.C. 552 (a)(3).

3. The agency records sought to be produced in this action are located within the District of Columbia.

4. Plaintiffs are "persons" within the meaning of 5 U.S.C. 552.

5. The defendants Department of Agriculture ("Department") and Pesticide Regulation Division ("P.R.D.") of the Agricultural Research Service ("A R.S.") are agencies within the definition of 5 U.S.C. 552. The defendant Clifford Hardin is Secretary of Agriculture and head of the Department; defendant Hays is Director of the P.R.D.; defendant Mangham is Deputy Administrator for Administration of A.R.S.

6. In the summer of 1969, plaintiff Wellford undertook the supervision of two law students, plaintiffs Joe Tom Easley and Bernard Nevas, in a study of the P.R.D.

7. On June 30, 1969, plaintiff Easley, acting on behalf of all three plaintiffs, submitted to defend-

ants Hays and Mangham a written request (Exhibit 1) to inspect and/or copy 14 specifically identified groups of records of the P.R.S. The records involved related to various facets of the agency's pesticide regulation program. At the same time, Easley made an oral request of Hays for examination of the registration file for a pesticide known as Shell Vapona "No-Pest Strip".

8. Defendants refused to grant immediate access to any of the records requested, and Hays suggested that Easley and Nevas enter into a series of briefings with P.R.D. staff members, giving as a reason that the request for documents would thereby be made more specific.

9. A briefing session was held on July 1, 1969, but on July 2, 1969, Hays informed Easley and Nevas that no further sessions would be held, and that none of the records requested would be made available. At Hays' request, Easley put his request for the Shell Vapona "No-Pest Strip" file in writing (Exhibit 2).

10. On July 7, 1969, Hays denied Easley's request for the Shell Vapona "No-Pest Strip" file (Exhibit 3).

11. On July 23, 1969, defendant Mangham wrote Easley, granting the request for certain items (Nos. 8, 10, and 13), referring plaintiffs elsewhere for one item (No. 9) and denying the rest (Nos. 1-7, 11, 12, and 14) (Exhibit 4).

12. On August 15, 1969, plaintiff Wellford, on behalf of all three plaintiffs, appealed in writing to defendant Irving.

13. On November 17, 1969, R.J. Anderson, Acting Administrator of the A.R.S., replied to Wellford's appeal, upholding defendant Mangham's denial of access to documents and the reasons given therefor (Exhibit 5).

14. Wellford responded to Anderson on January 12, 1970, taking issue with Anderson's reasons for denial and, specifically, identifying the records sought with still greater specificity, further pointing out that defendants had refused to allow plaintiffs access even to defendants' indices, and further limiting the request to documents no more than five years old (Exhibit 6).

15. On February 20, 1970, Irving responded further, granting plaintiffs access to one of three indices defendants maintain, but otherwise affirming the prior denials (Exhibit 7).

16. Plaintiffs' request and appeals complied with defendants' applicable regulations. Plaintiffs have exhausted their administrative remedies.

17. Plaintiffs' study of the P.R.D. has been severely impeded by defendants' refusal to make the requested records available.

18. Defendants are required by 5 U.S.C. 552(a)(3) to make the records requested promptly available to plaintiffs; defendants have failed and refused to do so and, unless ordered to do so by this Court, will continue to deny plaintiffs access to the records requested, in violation of 5 U.S.C. 552(a)(3) to plaintiffs' great injury.

19. The records that plaintiffs have requested and to which access has been denied in violation of the Freedom of Information Act are:

(a) Defendants' master record card file, indicating the status of complaints or other action involving manufacturers, filed by name of manufacturer;

(b) Defendants' summary file of monthly reports of all seizure and citation actions taken with the month, filed chronologically;

(c) Defendants' "Registration Jackets" containing material submitted by a manufacturer when he seeks registration of an economic poison, application forms and P.R.D. staff notations (except the product formula, in a small brown envelope marked CONFIDENTIAL); e.g., Registration File No. 201-136, the registration file of Shell Chemical Co.'s Vapona "No-Pest Strip";

(d) Defendants' "Enforcement File Folders", containing field inspectors' reports of economic poison sample collections, laboratory reports of tests of samples, recommendations for action and correspondence with the manufacturer regarding the sample; filed by number;

(e) Defendants' "Company Correspondence Folder", containing correspondence with each manufacturer of an economic poison filed by manufacturer;

(f) To the extent that they do not appear in the files described in paragraphs (a) through (e), the records maintained by defendants with respect to:

(1) the pesticide accident reporting mechanism (e.g., who reported each accident; how P.R.D. evaluated the information; action taken, if any; efforts of P.R.D. to coordinate with other governmental and private organizations to facilitate accident reporting);

(2) seizures made under the Federal Insecticides, Fungicides and Rodenticides Act (FIFRA);

(3) violations recommended for prosecution under FIFRA;

(4) procedure for and records respecting citation for violations of FIFRA, including supporting files, letters of citation, responses by manufacturers and P.R.D. follow-ups;

(5) the recall process, including procedures for recall and files in cases of recall, manufacturer action, P.R.D. supervision, quantity and location of the product recalled, memoranda respecting the effectiveness or completeness of recall action;

(6) intra- or interdepartmental committees or study groups which may have made recommendations concerning pesticide regulation;

(7) the Interdepartmental Committee on Pesticides and its working group, minutes of meetings and recommendations made at meetings.

20. Section 552(a)(3) of Title 5, U.S.C. provides that actions brought thereunder shall take precedence on the docket and shall be expedited in every way.

WHEREFORE, plaintiffs pray that this Court:

1. Issue a preliminary and permanent injunction to the defendants, their agents and subordinates, enjoining them from further withholding the agency records demanded;

2. Order the immediate production of the records for inspection and copying;

3. Order defendants to reimburse plaintiffs for the reasonable expenses incurred in bringing this proceeding;

4. Provide for expedition of proceedings on this complaint; and

5. Grant such other and further relief as may be appropriate.

MOTION TO PRODUCE

In action against Secretary of Labor to obtain information about enforcement of fair labor standards

(*Wecksler v. Shultz, C.A. No. 3549-69 USDCDC*)

1. Plaintiffs move this court for an order under Rule 34, F.R.Civ.P., directing the defendants to produce for inspection by plaintiffs' counsel

(a) All C.A. 15's (Inspection Reports) and C.A. 16's (Notices of Violation) in the defendants' files that were prepared in the last five years; to wit, 1965 through 1969; or, in the alternative

(b) A representative sample of such documents to be determined by this Court, as, for example, all documents dated in a specific month of each year; or all documents filed under two or more letters of the alphabet.

2. In order to protect these documents from public disclosure pending final determination of this action, the order for production should be conditioned as follows:

(a) Counsel will make no disclosure whatsoever of any matter contained in or related to such documents except to specific co- or associated counsel whose names will be furnished to the Court, to designated counsel for other parties to this action, and to the Court.

(b) Counsel shall prepare separate memoranda respecting the results of inspection of the documents which may, in the Court's discretion, be sealed pending final determination of this action and which will not be made available except as provided in paragraph 2 (a).

3. In support of this motion, plaintiffs have filed the affadavits of David Swankin, Gary B. Sellers, and Isadora Wecksler (two affidavits) and a Memorandum of Points and Authorities, part II of which relates to this motion.

HOW TO USE THE INFORMATION

Examples from a case charging discrimination in Education

HOBSON I

The 1967 Opinion of Judge J. Skelly Wright in the *Hobson v. Hansen* school case (Civil Action No. 82-66, in the United States District Court for the District of Columbia), upheld in the United States Court of Appeals in the District of Columbia, was based on statistical evidence collected from the District of Columbia Board of Education and from the United States Bureau of the Census. That evidence measured, among other things, assignment of teachers, expenditures per pupil, distribution of books and supplies, utilization of homogeneous ability grouping methods, and utilization of classroom space. When related to the color of the population and the economic level of the neighborhoods where schools are located, the data used in these measures showed definite patterns of racial and economic discrimination.

These data were presented to the court in *Hobson I* along the following lines with exhibits as indicated:

THE CHILDREN—"ABILITY GROUPING"

question:

What was the nature of the system of grouping students used in the Washington public schools and on what basis were the children assigned to the various groups?

answer:

The "track system" in the Washington public schools segregated students according to rigid and individually distinct curriculums: basic, general, regular, and honor tracks. This inflexible means of assigning children to one of four arbitrary learning levels started in the first grade and extended throughout the students' school experiences. The school system placed children in these tracks on the basis of the economic level of their neighborhood.

analysis:

Chart 5 shows the median family income and pupil placement in the District of Columbia senior high schools for the school year 1963-64. The chart shows that as the median family income of the neighborhoods increased, the percentage of high school students in those neighborhoods who were in the basic and general tracks decreased. In the poorest communities in Washington where the median family income was $3,872, 85% of the children were placed in the basic and general tracks with courses of study which did not prepare students for college. In the poorest communities, there were no honors tracks.

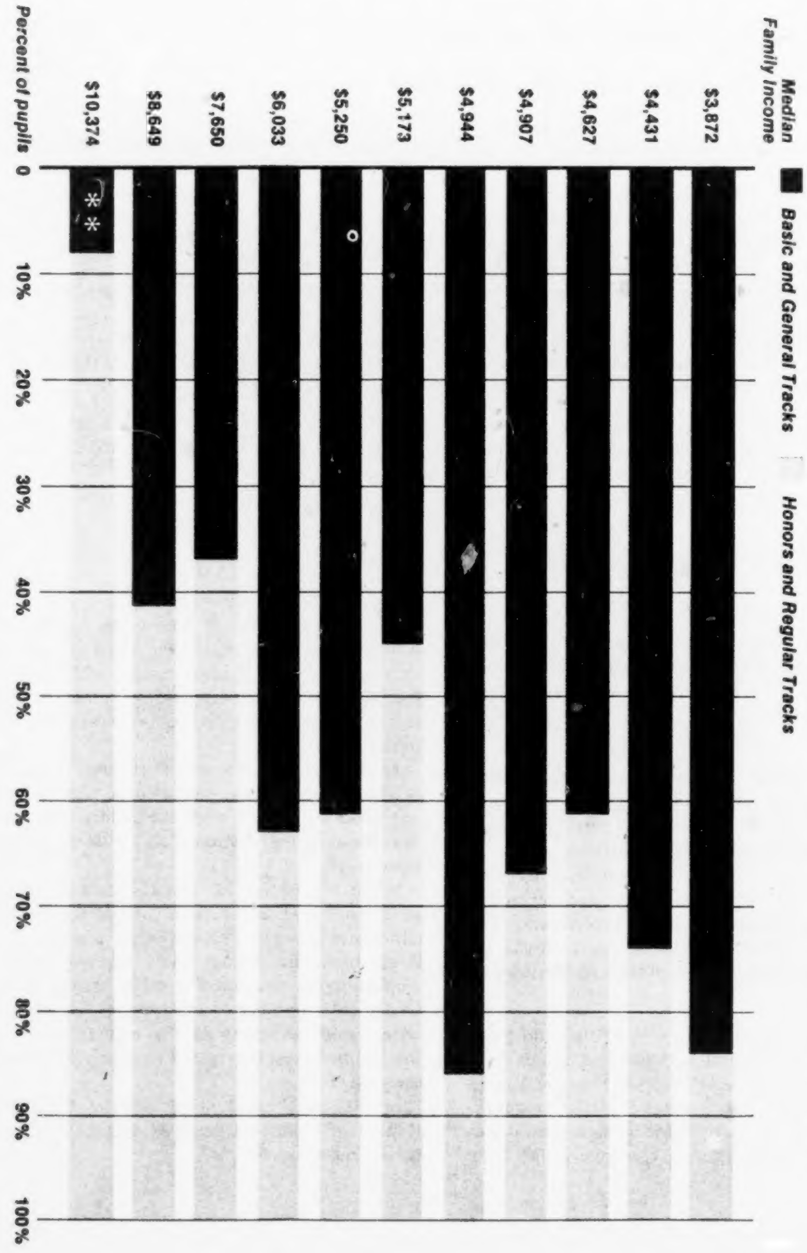
At the other extreme of the income range, in the neighborhoods where the median family income was $10,374, about 95% of the children were placed in the honors and regular tracks and there were no basic tracks.

When procedures for placing students in tracks were challenged in the court, and when the school administration was charged with placing children in the basic and general tracks without testing, the administration instituted a crash testing program. Of the total number of children tested, about 66% were found to belong in the regular track rather than in the lowest two tracks to which they had been assigned.

In 1967 the United States District Court of the District of Columbia declared this track system to be unconstitutional.

Chart 5. D.C. Public Schools

Median Family Income and Pupil Placement in the D.C. Senior High Schools, 1963-64



*None in Honors Track **None in Basic Track Source: D.C. Board of Education

HOBSON II

The D.C. Board of Education refused to carry out every aspect of the Court Decree in *Hobson I*. As a result, the plaintiffs returned to the court and charged that conditions in the schools had deteriorated since the 1967 decision. This position was sustained in a subsequent opinion of Judge Wright, dated May, 1971. The plaintiffs, utilizing public school and census data submitted their case in the following manner:

REGULAR BUDGET FUNDS

question:

Does the Washington public school administration allocate equal funds to elementary schools regardless of neighborhood income level?

answer:

Students attending schools in wealthier neighborhoods received a higher per pupil expenditure of public school funds in 1965 than did those attending elementary schools in poorer neighborhoods. Data published three years later reveal very little change in this unequal pattern of expenditure per pupil.

analysis:

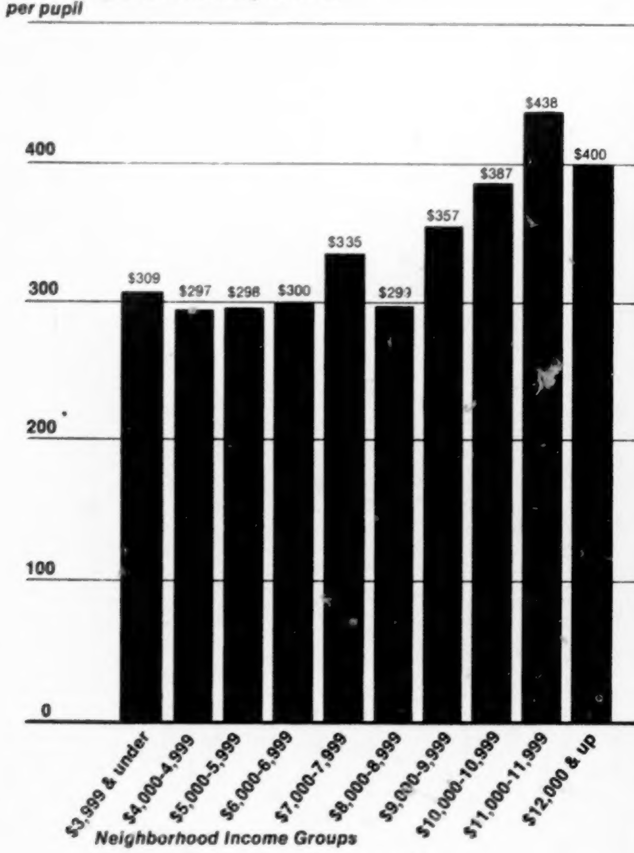
In Washington, neighborhoods with the lowest average incomes are primarily Black, and neighborhoods with the highest average incomes are primarily White.

Chart 8 shows that in 1965, elementary schools in lower and moderate income neighborhoods (Under $9,000) had average expenditures per pupil substantially lower than those in the higher income areas ($10,000 and above)—$306 contrasted with an average of $396 in the wealthier neighborhoods, about 30% higher.

Chart 9 shows that three years later, in 1968, the general pattern remained the same, although the gap had narrowed. The overall average expenditure per pupil in areas of less than $9,000 income was $391, contrasted with $442 in areas of $9,000 income and more.

Chart 8. *D.C. Elementary Schools*

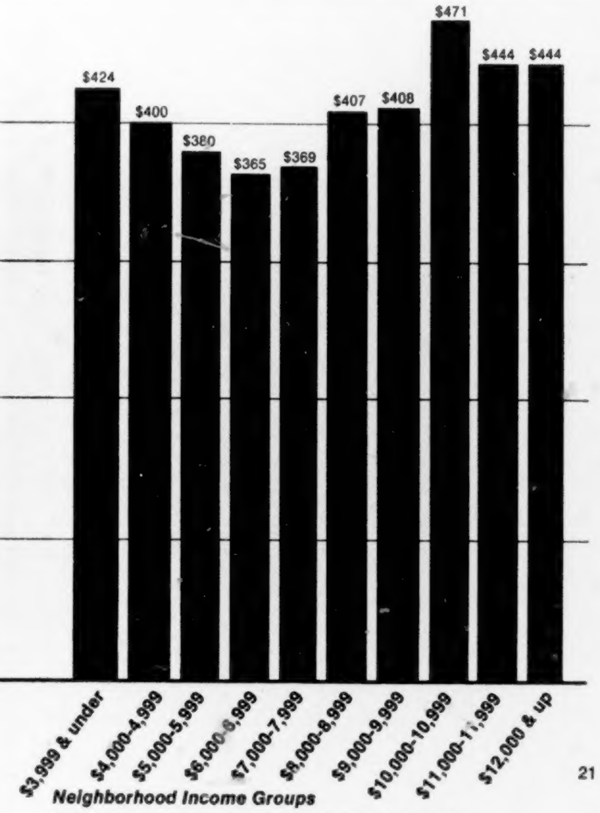
Average Expenditure per Pupil in the Elementary Schools, by Neighborhood Income Groups, 1965



Source: House Committee on Education and Labor.

Chart 9. *D.C. Elementary Schools*

Average Expenditure per Pupil in the Elementary Schools, by Neighborhood Income Groups, Fiscal Year 1968 *



*Regular budget funds only. Source: D.C. Public Schools

Examples from a case charging discrimination in Employment

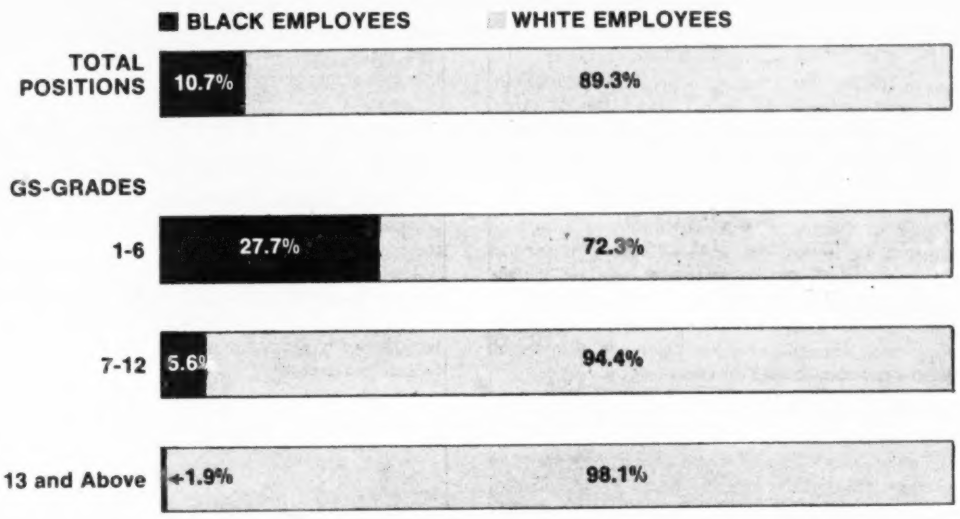
HOBSON v. HAMPTON

Job discrimination is indeed a problem in the Federal Government of the United States. Blacks, other minority groups, and women are kept in the lower grades, receive fewer promotions, and are usually the last to be hired. A suit, filed in the United States District Court in 1969, *Julius W. Hobson, et al., v. Robert E. Hampton, U.S. Civil Service Commissioner* (Civil Action No. 2603-'69), seeks to remedy the situation through the avenue of analysis of data published by the U.S. Civil Service Commission on minority group employment and the employment of women. The following are examples of some of the evidence now before the court.

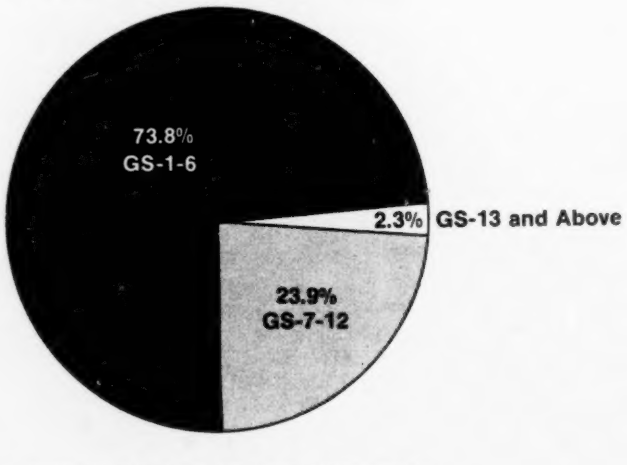
The chart shows for the year 1969 grade groupings—in General Schedule and similar pay systems—of Black employees in the federal government. The greater proportion of these employees are concentrated in the lowest GS grades 1 to 6, while at the same time, very small proportions are found in the highest GS grades 13 and above. Earlier data published by the Civil Service Commission show that Black employees have been in this or a worse position since the beginning of the publication of these data in 1962.

The plaintiffs in this case are seeking relief in the form of quota systems at every grade level and the elimination of unfair examinations which serve to keep minority groups in the lowpaying jobs in the federal government.

PERCENT DISTRIBUTION OF ALL FEDERAL GS-POSITIONS, BY RACE AND GRADE, 1969



PERCENT DISTRIBUTION OF TOTAL BLACK EMPLOYEES BY GS-GRADE, 1969 137,918 POSITIONS



SOURCE: U.S. CIVIL SERVICE COMMISSION

Examples from a case charging discrimination in Transportation

PAYNE V. WASHINGTON METROPOLITAN AREA TRANSIT COMMISSION

The case of *Payne v. WMATC*, 134 U.S. App. D.C. 321, 415 F2d 901 (1968) is included here because it illustrates how public information, already available in published form, can be used to force regulatory agencies to gather more information and initiate government studies of novel problems.

The basic data used in this case were derived from statistical reports required under a statute not directly involved in the rate case. The brief of the petitioners used these statistics as follows:

Rate Structure—Discrimination

Because there are no comparative analyses of costs and earnings by route, it is impossible to set a rate structure which is non-discriminatory. While net earnings may not be the sole basis for setting fares, to set fares without taking this factor into consideration at all is clearly wrong. Moreover, it would seem that this wrong falls heaviest on the poor of this city. They live generally in the most densely populated parts of the city. Bus operations in these areas are the most profitable because (a) buses are loaded more fully, (b) they are more likely to be used in off-peak hours, and (c) the equipment used is older and cheaper. There is circumstantial evidence for these conclusions in the comparisons between D.C. and Maryland operations.

	Md.	**D.C.**
Revenue per mile	.70	1.07
Operating expense per mile	.83	.91
Net profit or loss (before depreciation and capital expense)	.13 loss	.16 profit

From this, it would appear that District of Columbia operations are subsidizing the Maryland operation. If, as it seems, the more densely populated areas are the most profitable, we are led to the further conclusion that the poor are subsidizing the rich!

Fare Structure—Discrimination

A determination as to the margin of return which the company is to be permitted to earn does not, of course, exhaust the issues relevant to the setting of just and reasonable fares. There still remains the problem—in many ways more complex and challenging than the question of fair return—of fixing a specific schedule of rates designed to produce the revenues to which the company is entitled, and by doing so to apportion the cost of service among the individuals and groups who comprise the busriding public.[62] The Commission is required to consider not only the justness and reasonableness of fares charged or proposed to be charged by the carrier, in the sense of meeting overall revenue requirements, but also whether such fares are "unduly preferential or unduly discriminatory either between riders or sections of the Metropolitan District."

For example, we note that the present fare structure contains a uniform fare for travel within the District of Columbia. *Thus no allowance is made, as to travel within the District, for such obvious cost-affecting factors as distance travelled or passenger density. A uniform fare undeniably has the salutary effect of enhancing the mobility of city residents.*[103] *Moreover, simplicity and ease of collection are recognized ratemaking goals. These and other considerations might well lead the Commission to conclude that it would be undesirable to depart from the present uniform fare. We do think, however, that the time has come for the Commission to make a thorough and painstaking evaluation of the whole problem of rate design throughout the metropolitan area, with a view toward such modifications whether by creating new fare differentials or by adjusting those that now exist, or both—as are necessary to produce a fare structure that is rational, fair, and neither "unduly preferential [n] or unduly discriminatory."*

The case will therefore be remanded to enable the Commission to conduct such a study. . . .

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[62] Bonbright, Principles of Public Utility Rates 287 (1961); Hale, Commissions, Rates and Policies, 53 Harv. L. Rev. 1103, 1118 (1940).

[103] In shaping a rational fare structure, the Commission can hardly close its eyes to such considerations even if they be termed "social" rather than "economic" or "transportation" criteria.

One publication that is absolutely vital to the success of litigation in the area of discrimination in the utilization of public services and resources is the U.S. Bureau of the Census, **Census of the Population; Economic Characteristics of the Population, 1970.** This publication will be available in the late summer of 1971. In the mean time, the 1960 data are available at most public and college libraries. Note that these data are available by state and by city.

A Successful Action Brought Under the Freedom of Information Act.

INTERROGATORIES

(Wecksler v. Shultz, C.A. No. 3549-69)

INTERROGATORIES TO DEFENDANT GEORGE GUENTHER, DIRECTOR, BUREAU OF LABOR STANDARDS

Defendant George Guenther is herewith required to answer the following interrogatories pursuant to Rule 33, F.R. Civ. P.

State separately, for each of the calendar years 1966, 1967, 1968, and 1969, and for the period from January to April, 1970:

1. The number of Inspectors' Reports (Form CA 15)* on file at the Bureau of Labor Standards, or elsewhere in the Department of Labor.
2. The number of Notices of Violation (Form CA 16)** on file at the Bureau of Labor Standards, or elsewhere in the Department of Labor.
3. The number of Inspectors' Reports (Form CA 15) which include or contain drawings of plant layout.
4. The number of Inspectors' Reports (Form CA 15) which include or contain photographs of manufacturing methods, processes, or equipment.
5. The number of Inspectors' Reports (Form CA 15) which include or contain descriptions of manufacturing methods, processes or equipment.
6. The number of Inspectors' Reports (Form CA 15) in which there is any indication that any information therein was obtained by a promise of or understanding that the information would be kept in confidence.
7. For each instance enumerated in response to Interrogatory No. 6, state the language of the promise or understanding indicated.
8. The number of Inspectors' Reports (Form CA 15) in which there is reference to information furnished orally by persons in the management of a plant.
9. In how many of the Inspectors' Reports enumerated in response to Interrogatory No. 8 does

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*Styled sometimes "Safety and Health Report," "Form LSB CA 15 (67/06)."

* *Styled sometimes "Notice of Safety and Health Violation," "Form LSB CA 16."

the name of the person giving the information appear?

10. The number of Inspectors' Reports (Form CA 15) in which there is a reference to information furnished by an employee or worker in a plant.

11. In how many of the Inspectors' Reports enumerated in response to Interrogatory No. 10 does the name of the person furnishing information appear?

12. In how many Inspectors' Reports (Form CA 15) is there any evaluation of the credibility, effectiveness, or other characteristics as a witness, of any person giving information?

13. The number of Inspectors' Reports (Form CA 15) in which there is a reference or an indication that a follow-up inspection should be made.

14. For each instance (or Inspectors' Report) enumerated in response to Interrogatory No. 13, was a follow-up inspection made?

15. For each instance enumerated in response to Interrogatory No. 14, how many follow-up inspections were made?

16. For each instance (or Inspectors' Report) enumerated in response to Interrogatory No. 13 (in which it was indicated that a follow-up inspection should be made), list all steps taken for the purpose of correcting or having the employer correct the conditions found and noted for which the follow-up inspection was to be made.

17. For each Notice of Violation (Form CA 16), state what steps, if any, were taken to secure correction of the violation; if none, state "none".

18. List by name and code number the specific violations stated in the Notices of Violation, and give for each the total number of each type of violation.

19. For each specific violation listed in response to Interrogatory No. 17, state the number for which the time required to obtain correction of the violation was less than one month; one-two months; two-three months; three-four months; four-five months; five-six months; six-nine months; nine months-one year; one year-18 months; 18 months-two years; more than two years; never corrected.

20. For how many Notices of Violation was correction achieved without another inspection of the plant?

21. For how many Notices of Violation was correction achieved after one inspection; after two inspections; after three inspections; after four inspections; after five inspections; after more than five inspections; never corrected?

22. How many Notices of Violation issued or transmitted during the calendar year resulted in formal enforcement proceedings instituted by a complaint?

23. What was the final disposition of each of the enforcement proceedings enumerated in response to Interrogatory No. 22?

24. In how many of the enforcement proceedings in which a hearing was held was the Inspectors' Report (Form CA 15) made part of the record?

25. The number of Inspectors' Reports (Form CA 15) which include only injury frequency rates computed by the employer.

26. The number of Inspectors' Reports (Form CA 15) which include only injury frequency rates computed by the inspector.

27. The number of Inspectors' Reports (Form CA 15) which include injury frequency rates computed by the inspector and injury frequency rates computed by the employer. . .

28. The number of Inspectors' Reports which include no information on injury frequency rates.

29. The number of instances enumerated in response to Interrogatory No. 25 in which the Inspectors' Report indicates that the information about injury frequency rates was submitted under a pledge of confidence.

30. The number of instances enumerated in response to Interrogatory No. 25 in which there is any indication in the file that the information about injury frequency rates was submitted under a pledge of confidence; and state the nature of the document in which the indication appears and the language of the indication.

31. The number of times Bureau of Labor Standards inspectors were denied access to a plant that they desired to inspect for compliance with the Walsh-Healey Act and its regulations.

32. For each instance enumerated in response to Interrogatory No. 31, state the date, the location, the name of the plant and the company, the reason given for denial of access, whether access was obtained later, the time elapsed between ini-

tial denial and the obtaining of access and the steps taken to gain access.

33. Which are the five most common examples of what the Bureau considers "opinions expressed" in Inspectors' Reports (Form CA 15), and the frequency of the appearance of each example?

34. Which are the five most common examples of what the Bureau considers "policy recommendations formulated" in Inspectors' Reports (Form CA 15), and the frequency of the appearance of each example?

MOTION FOR EXPEDITION

(Wecksler v. Shultz, C.A. No. 3549-69)

Plaintiffs move the Court to expedite all procedures in this matter and for reason therefor show as follows:

1. This action was filed on December 15, 1969. Since that time, defendants have moved to dismiss or, in the alternative, for summary judgement. That motion was denied. There are currently pending proceedings in discovery that require a prompt determination by this Court.

2. The Freedom of Information Act provides that actions brought thereunder "take precedence on the docket over all other causes and shall be assigned for hearing and trial at the earliest practicable date and expedited in every way." On this basis, plaintiffs request that the Court establish an expedited schedule in order to have this matter promptly heard and resolved.

ORDER FOR IN CAMERA EXAMINATION OF DOCUMENTS

(Wecksler v. Schultz, C.A. No. 3549-69)

This cause came on to be heard on pending motions on October 28, 1970. On consideration of the memoranda filed previously and the arguments of counsel, it is hereby ordered:

1. Counsel for defendants will submit to the Court, within 30 days from the date of hearing, or no later than November 27, 1970, in a sealed envelope, for inspection by the Court *in camera*, all Inspectors' Reports (Form CA 15) and all Notices of Violation (Form CA 16) for the year 1969, on file in the mid-Atlantic Regional Office of the Bureau of Labor Standards Office of Occupational Safety, filed alphabetically by company name beginning with the letters "A", "M", "P", and "W".

2. Consideration of plaintiffs' Motion for Production of Documents is deferred.

/s/ United States District Judge

FINDINGS OF FACT, CONCLUSIONS OF LAW AND ORDER

(Weeksler v. Shultz, C.A. No. 3549-69, USDCDC)

This cause, a complaint for disclosure of documents under the Freedom of Information Act, 5 U.S.C. 552, was heard on plaintiffs' motion for summary judgement, defendants' motions to dismiss and for summary judgement having previously been denied. The Court has considered the affidavits filed by the parties, the extensive memoranda of law, and oral argument. The Court also, following the procedure suggested in *Bristol-Myers Co. v. FTC*, 424 F2d 935 (D.C. Cir. 1970), examined *in camera* a sample of more than 200 of the thousands of documents whose disclosure was sought. The size and composition of the sample was selected by agreement of the parties.

Findings of Fact

1. In July, 1969, plaintiffs requested of defendants the right to inspect and copy certain of defendant's records, designated as forms "CA 15," Inspectors' Reports, and "CA 16," Notices of Violation, of the defendant Bureau of Labor Standards.

2. Defendant Guenther as Director of the Bureau of Labor Standards refused access to files described as current and agreed to permit access to files described as not current only upon the condition that plaintiffs agree not to disclose names of persons or firms appearing in the records.

3. Plaintiffs appealed the denial of access and the conditional grant of access to the defendant Silverman, Solicitor of the defendant Department of Labor, in August, 1969.

4. In January, 1970, after this action was filed and after an order of mandamus was issued by this Court, defendants replied to, and denied, plaintiffs' appeal.

5. The records sought are Inspectors' Reports, "C.A. 15's," and Notices of Violation, "C.A. 16's," prepared by inspectors employed by defendants in connection with their inspection of plants subject to the Walsh-Healey Public Contracts Act.

6. The C.A. 15's record health and safety conditions in the plants inspected, including, among

other things, conditions that may violate the standards promulgated under the Walsh-Healey Act.

7. The C.A. 16's record violations of the standards promulgated under the Walsh-Healey Act and are transmitted to the employer whose plant is found to be in violation.

8. In the period 1966-1970 (end of first quarter), as reported by defendants, 13,284 Inspectors' Reports and 9,359 Notices of Violation were filed.

9. In the period 1966-1969, defendants carried out 115 formal proceedings against employers and declared 13 employers ineligible to receive government contracts.

Conclusions of Law

1. Plaintiffs have complied with the procedural requirements of the Freedom of Information Act, 5 U.S.C. §552, and defendants' applicable regulations, 29 C.F.R. 70.1 *et seq.*

2. The Freedom of Information Act, 5 U.S.C. §522(a)(3) places on defendants the burden of sustaining their refusal to permit access to the C.A. 15's and C.A. 16's.

3. Defendants have failed to meet the burden of showing that the records sought are exempt under any of the exemptions in 5 U.S.C. §552(b).

4. Nothing in the records sought is a trade secret or commercial or financial information within the meaning of 5 U.S.C. §522(b)(4), or is an internal memorandum within the meaning of 5 U.S.C. §552(b)(5), or is an investigatory file compiled for law enforcement purposes within the meaning of 5 U.S.C. §552(b) (7).

5. As provided in 5 U.S.C. §552(c), there exists no lawful basis for withholding access to records except the exemptions stated in 5 U.S.C. §552(b).

6. Under the Act, and also under the decisions of the Court of Appeals in *Bristol-Myers Co. v. FTC*, 424 F2d 935 (D.C. Cir. 1970) and *Grumman Aircraft Engineering Corp. v. Renegotiation Board*, 425 F2d 578 (D.C. Cir. 1970), the documents sought have been improperly withheld from plaintiffs.

ORDER

On the basis of the foregoing, it is this 1st day of February, 1971,

ORDERED, that plaintiffs' motion for summary judgment be and it hereby is granted in that defendants are to make available to plaintiffs, or to any person the plaintiffs may designate, the Inspectors' Reports (C.A. 15's) and Notices of Violation (C.A. 16's) whose disclosure plaintiffs seek, provided that

1. The effective date of this order is stayed for thirty (30) days from this date within which time the defendants may file notice of appeal and if such notice is filed then this order is stayed until the conclusion of proceedings in the Court of Appeals; and

2. Disclosure of the Inspectors' Report compiled by or for defendants on the explosion of Shell Oil and Chemical Co., Deer Park, Texas, sought specifically by intervenors Oil, Chemical and Atomic Workers, is to be withheld pending further order of this Court; and

3. Defendants may move to modify this order as to any particular document covered by this order on grounds such as that it contains witness statements, trade secrets, or is being used in the course of formal adjudicatory proceedings.

/s/ United States District Judge

SOURCE MATERIALS ON INFORMATION LAWS
GENERAL LEGAL BIBLIOGRAPHY

Leading law journal articles on the Federal Freedom of Information Act.

For a general overall theoretical view, we suggest Joan M. Katz, *The Games Bureaucrats Play: Hide and Seek Under the Freedom of Information Act,* 48 Texas Law Rev. 1261 (Nov., 1970). For a general discussion of practical aspects, we suggest Ralph Nader, *Freedom from Information: The Act and Agencies,* 5 Harvard Civil Rights Law Rev. 1 (Jan., 1970).

1. *Administrative Law—Freedom of Information Act.* File classified "top secret" is within national security exemption from the act and is not obtainable unless the classification is arbitrary and unreasonable. 83 Harv. Law Rev. 928 (Feb., 1970).

2. *Administrative Law—Freedom of Information Act.* The use of equitable discretion to modify the act. 44 Tulane Law Rev. 800 (June, 1970).

3. Caron, Jr., A. J., *Federal Procurement and the Freedom of Information Act.* 28 Fed. Bar J. 271 (summer, 1968).

4. Davis, K. C., *Information Act: A Preliminary Analysis.* 34 U. Chicago Law Rev. 761 (summer, 1967).

5. *Inspection of Public Records.* 11 Kansas Law Rev. 157 (Oct., 1962).

6. Johnstone, J. M., *Freedom of Information Act and the FDA.* 25 Food, Drug, Cosmetic Law J. 296 (June, 1970).

7. *Judicial Discretion and the Freedom of Information Act, Disclosure Denied: Consumers Union v. Veterans Administration. (301 F Supp. 796), 45 Ind. Law J. 421 (spring, 1970).*

8. *Katz, Joan M., The Games Bureaucrats Play: Hide and Seek Under the Freedom of Information Act.* 48 Texas Law Rev. 1261 (Nov., 1970).

9. Lane, M. T., *Acquisition of State Documents.* 63 Law Library J. 92 (Feb., 1970).

10. Nader, R., *Freedom from Information: The Act and Agencies.* 5 Harvard Civil Rights Law Rev. 1 (Jan., 1970).

11. Schmidt, F. S., *Freedom of Information Act and the Internal Revenue Service.* 20 U. Southern Cal. School of Law Tax Institute 79 (1968).

FREEDOM OF INFORMATION CENTER

The Freedom of Information Center, Box 858, University of Missouri at Columbia, Missouri 65201, maintains a broad interest in access to public information, particularly as it affects the rights of journalists. A wide range of publications is available at modest prices upon request. Of particular interest and significance are the following:

No. 86 Access Laws: Development
No. 87 Access Laws: Comparison
No. 88 Access Laws: Interpretations
No. 89 Access Laws: Defeats
No. 202 State Access Statutes
No. 210 California's "Open Meeting" Fight

SR 25 Access Problems on the Local Level
SR 29 Access to State Legislative Committee Hearings
SR 36 State Access Statutes: A Comparison

TEXT OF FEDERAL FREEDOM OF INFORMATION ACT

With Annotations

5 USC 552, Act of June 5, 1967, P.L. 90-23, 81 Stat. 54

§ 552. Public information; agency rules, opinions, orders, records, and proceedings

(a) Each agency shall make available to the public information as follows:

(1) Each agency shall separately state and currently publish in the Federal Register for the guidance of the public—

(A) descriptions of its central and field organization and the established places at which, the employees (and in the case of a uniformed service, the members) from whom, and the methods whereby, the public may obtain information, make submittals or requests, or obtain decisions;

(B) statements of the general course and method by which its functions are channeled and determined, including the nature and requirements of all formal and informal procedures available;

(C) rules of procedure, descriptions of forms available or the places at which forms may be obtained, and instructions as to the scope and contents of all papers, reports, or examinations;

(D) substantive rules of general applicability adopted as authorized by law, and statements of general applicability formulated and adopted by the agency; and

(E) each amendment, revision, or repeal of the foregoing. Except to the extent that a person has actual and timely notice of the terms thereof, a person may not in any manner be required to resort to, or be adversely affected by, a matter required to be published in the Federal Register and not so published. For the purpose of this paragraph, matter reasonably available to the class of persons affected thereby is deemed published in the Federal Register when incorporated by reference therein with the approval of the Director of the Federal Register.

(2) Each agency, in accordance with published rules, shall make available for public inspection and copying—

(A) final opinions, including concurring and dissenting opinions, as well as orders, made in the adjudication of cases;

(B) those statements of policy and interpretations which have been adopted by the agency and are not published in the Federal Register; and

(C) administrative staff manuals and instructions to staff that affect a member of the public;

unless the materials are promptly published and copies offered for sale. To the extent required to prevent a clearly unwarranted invasion of personal privacy, an agency may delete identifying details when it makes available or publishes an opinion, statement of policy, interpretation, or staff manual or instruction. However, in each case the justification for the deletion shall be explained fully in writing. Each agency also shall maintain and make available for public inspection and copying a current index providing identifying information for the public as to any matter issued, adopted, or promulgated after July 4, 1967, and required by this paragraph to be made available or published. A final order, opinion, statement of policy, interpretation, or staff manual or instruction that affects a member of the public may be relied on, used, or cited as precedent by an agency against a party other than an agency only if—

(i) it has been indexed and either made available or published as provided by this paragraph; or

(ii) the party has actual and timely notice of the terms thereof.

(3) Except with respect to the records made available under paragraphs (1) and (2) of this subsection, each agency, on request for identifiable records made in accordance with published rules stating the time, place, fees to the extent authorized by statute, and procedure to be followed, shall make the records promptly available to any person. On complaint, the district court of the United States in the district in which the complainant resides, or has his principal place of business, or in which the agency records are situated, has jurisdiction to en-

join the agency from withholding agency records and to order the production of any agency records improperly withheld from the complainant. In such a case the court shall determine the matter de novo and the burden is on the agency to sustain its action. In the event of noncompliance with the order of the court, the district court may punish for contempt the responsible employee, and in the case of a uniformed service, the responsible member. Except as to causes the court considers of greater importance, proceedings before the district court, as authorized by this paragraph, take precedence on the docket over all other causes and shall be assigned for hearing and trial at the earliest practicable date and expedited in every way.

(4) Each agency having more than one member shall maintain and make available for public inspection a record of the final votes of each member in every agency proceeding.

(b) This section does not apply to matters that are—

(1) specifically required by Executive order to be kept secret in the interest of the national defense or foreign policy;

(2) related solely to the internal personnel rules and practices of an agency;

(3) specifically exempted from disclosure by statute;

(4) trade secrets and commercial or financial information obtained from a person and privileged or confidential;

(5) inter-agency or intra-agency memorandums or letters which would not be available by law to a party other than an agency in litigation with the agency;

(6) personnel and medical files and similar files the disclosure of which would constitute a clearly unwarranted invasion of personal privacy;

(7) investigatory files compiled for law enforcement purposes except to the extent available by law to a party other than an agency;

(8) contained in or related to examination, operating, or condition reports prepared by, on behalf of, or for the use of an agency responsible for the regulation or supervision of financial institutions; or

(9) geological and geophysical information and data, including maps, concerning wells.

(c) This section does not authorize withholding of information or limit the availability of records to the public, except as specifically stated in this section. This section is not authority to withhold information from Congress. Pub. L. 89-54, Sept. 6, 1966, 80 Stat. 383; Pub. L. 90-23, § 1, June 5, 1967, 81 Stat. 54.

ANNOTATIONS TO CASES

Grumman Aircraft Engineering Corp. v. *Renegotiation Bd.*, 425 F2d 578 (C.A.D.C. 1970). Explanation of exemption (4) – general discussion.

Bristol-Meyers Co. v. *F.T.C.*, 424 F2d 935 (C.A.-D.C. 1970). Discussion of interagency or intra-agency exemption.

Consumers Union of U.S., Inc. v. *Veterans Administration*, 301 F Supp. 796 (D.C. N.Y. 1969); dismissed as moot on appeal 436 F2d 1363 (2d Cir. 1971). Discussion of trade secret exemption – general.

Ackerly v. *Ley*, 420 F2d 1336 (C.A.D.C. 1969). Interagency or intra-agency discussion.

Wellford v. *Hardin*, 315 F Supp. 768 (D.C.D.C. 1970). If documents contain some exempt material, deletions may be made.

Benson v. *General Services Administration*, 289 F Supp. 590 (D.C. Wash. 1968), affirmed 415 F2d 878. Discussion of trade secrets and commercial or financial information exemptions.

Cooney v. *Sun Shipbuilding and Drydock Co.*, 288 F Supp. 708 (D.C. Pa. 1968). Investigatory exemption.

Barceloneta Shoe Corp. v. *Compton*, 271 F Supp. 591 (D.C. Puerto Rico 1967). Investigative exemption.

Tuchinsky v. *Selective Service System*, 418 F2d 155 (C.A. Ill. 1969). Local selective service memo defined as public information.

Polymers, Inc. v. *N.L.R.B.*, 414 F2d 999 (C.A. Vt. 1969), certiorari denied 396 U.S. 1010.

Talbott Const. Co. v. *U.S.*, 49 F.R.D. 68 (D.C. Ky. 1969) Act applies against government.

American Mail Line, Ltd. v. *Gulick*, 411 F2d 696 (U.S. App. D.C. 1969). Aim of act and when act is relevant for disclosure.

AFL-CIO v. *N.L.R.B.*, 417 F2d 1144 (U.S. App. D.C. 1969), certiorari denied 396 U.S. 1004. Necessity of notice of publication.

Skolnick v. *Parsons*, 397 F2d 523 (C.A. Ill. 1968). Standing to sue under act.

In re Pacific Far East Line, Inc., 314 F Supp. 1339 (D.C. Cal. 1970). Effect of failure to publish in *Federal Register*—held ineffective as navy port regulation.

Benson v. *U.S.*, 309 F Supp. 1144 (D.C. Neb. 1970). Investigatory exemption – reports compiled for review by discharge board in Air Force.

Hogg v. *U.S.*, 428 F2d 274 (C.A. Ky. 1970). Scope of statutory requirement for publication – criterion is whether any member of public would be adversely affected by failure to publish.

Hicks v. *Freeman*, 397 F2d 193 (C.A.N.C. 1968), certiorari denied 393 U.S. 1064. Requirement of publication.

N.L.R.B. v. *Clement Bros. Co.*, 407 F2d 1027 (C.A. Ga. 1969). Investigative exemption.

Dix v. *Rollins*, 413 F2d 711 (C.A. Mo. 1969). Notice of publication and effect if failure.

N.L.R.B. v. *Beech-Nut Life Savers, Inc.*, 274 F Supp. 432 (D.C. N.Y. 1967), affirmed 406 F2d 253, certiorari denied 394 U.S. 1012.

Farrell v. *Ignatius*, 283 F Supp. 58 (D.C. N.Y. 1968). Status to challenge refusal – must file complaint and issue summons.

Martin v. *Neuschel*, 396 F2d 759 (C.A. Pa. 1968).

Irons v. *Schuyler*, 321 F Supp. 628 (D.C.D.C. 1970). Request for information from patent office on Manuscript decisions.

Sears v. *N.L.R.B.*, 433 F2d 210 (6th Cir. 1970).

International Paper Co. v. *Federal Power Commission*, 438 F2d 1349 (2d Cir. 1971). Intra-agency exemption – mental processes of executive and administrative officers not subject to disclosure.

Lamorte v. *Mansfield*, 438 F2d 448 (2d Cir. 1971). Agency cannot extend secrecy under investigatory exemption to people not originally within privilege.

TEXT OF CALIFORNIA INSPECTION OF PUBLIC RECORDS ACT

The most extensive recent enactment

West's California Ann. Govt. Code, § 6250-6260, added by Stats 1968 ch. 1473; amended by Stats 1970 ch. 575 § 2

Inspection of Public Records

§ 6250. Legislative finding and declaration.
In enacting this chapter, the Legislature, mindful of the right of individuals to privacy, finds and declares that access to information concerning the conduct of the people's business is a fundamental and necessary right of every person in this state. [Added by Stats 1968 ch. 1473 § 39; Amended by Stats 1970 ch. 575 § 1.]

§ 6251. Citation of chapter.
This chapter shall be known and may be cited as the California Public Records Act. [Added by Stats 1968 ch. 1473 § 39.]

§ 6252. Definition of terms.
As used in this chapter:

(a) "State agency" means every state office, officer, department, division, bureau, board, and commission or other state agency, except those agencies provided for in Article IV (except Section 20 thereof) or Article VI of the California Constitution.

(b) "Local agency" includes a county; city, whether general law or chartered; city and county; school district; municipal corporation; district; political subdivision; or any board, commission or agency thereof; or other local public agency.

(c) "Person" includes any natural person, corporation, partnership, firm, or association.

(d) "Public records" includes any writing containing information relating to the conduct of the public's business prepared, owned, used, or retained by any state or local agency regardless of physical form or characteristics.

(e) "Writing" means handwriting, typewriting, printing, photostating, photographing, and every other means of recording upon any form of communication or representation, including letters, words, pictures, sounds, or symbols, or combination thereof, and all papers, maps, magnetic or paper tapes, photographic films and prints, magnetic or punched cards, discs, drums, and other documents. [Added by Stats 1968 ch. 1473 § 39; Amended by Stats 1970 ch. 575 § 2.]

§ 6253. Public records open to inspection during office hours: Right to inspect: Adoption of procedures.
Public records are open to inspection at all times during the office hours of the state or local agency and every citizen has a right to inspect any public record, except as hereafter provided. Every agency may adopt regulations stating the procedures to be followed when making its records available in accordance with this section. [Added by Stats 1968 ch. 1473 § 39.]

§ 6254. Records exempt from disclosure requirements.
Except as provided in Section 6254.7, nothing in this chapter shall be construed to require disclosure of records that are:

(a) Preliminary drafts, notes, or interagency or intra-agency memoranda which are not retained by the public agency in the ordinary course of business, provided that the public interest in withholding such records clearly outweighs the public interest in disclosure;

(b) Records pertaining to pending litigation to which the public agency is a party, or to claims made pursuant to Division 3.6 (commencing with Section 810) of Title 1 of the Government Code, until such litigation or claim has been finally adjudicated or otherwise settled;

(c) Personnel, medical, or similar files, the disclosure of which would constitute an unwarranted invasion of personal privacy;

(d) Contained in or related to:

(1) Applications filed with any state agency responsible for the regulation or supervision of the issuance of securities or of financial institutions, including, but not limited to, banks, savings and loan associations, industrial loan companies, credit unions, and insurance companies;

(2) Examination, operating, or condition reports prepared by, on behalf of, or for the use of any state agency referred to in subdivision (1);

(3) Preliminary drafts, notes, or interagency or intra-agency communications prepared by, on behalf of, or for the use of any state agency referred to in subdivision (1).

(e) Geological and geophysical data, plant production data and similar information relating to utility systems development, or market or crop reports, which are obtained in confidence from any person;

(f) Records of complaints to or investigations conducted by, or records of intelligence information or security procedures of, the office of the Attorney General and the Department of Justice, and any state or local police agency, or any such investigatory or security files compiled by any other state or local agency for correctional, law enforcement or licensing purposes;

(g) Test questions, scoring keys, and other examination data used to administer a licensing examination, examination for employment, or academic examination;

(h) The contents of real estate appraisals, engineering or feasibility estimates and evaluations made for or by the state or local agency relative to the acquisition of property, or to prospective public supply and construction contracts, until such time as all of the property has been acquired or all of the contract agreement obtained, provided, however, the law of eminent domain shall not be affected by this provision;

(i) Information required from any taxpayer in connection with the collection of local taxes which is received in confidence and the disclosure of the information to other persons would result in unfair competitive disadvantage to the person supplying such information;

(j) Library and museum materials made or acquired and presented solely for reference or exhibition purposes; and

(k) Records the disclosure of which is exempted or prohibited pursuant to provisions of federal or state law, including, but not limited to, provisions of the Evidence Code relating to privilege.

(l) In the custody of or maintained by the Governor or employees of the Governor's office employed directly in his office, provided that public records shall not be transferred to the custody of the Governor's office to evade the disclosure provisions of this chapter.

(m) In the custody of or maintained by the Legislative Counsel.

(n) Statements of personal worth or personal financial data required by a licensing agency and filed by an applicant with such licensing agency to establish his personal qualification for the license, certificate, or permit applied for.

Nothing in this section is to be construed as preventing any agency from opening its records concerning the administration of the agency to public inspection, unless disclosure is otherwise prohibited by law. [Added by Stats 1968 ch. 1473 § 39; Amended by Stats 1970 ch. 1231 § 11.5, ch. 1295 § 1.5.]

§ 6254.7. Same: Information on sources of pollution required by air pollution control district: "Trade secrets".

(a) All information, analyses, plans, or specifications that disclose the nature, extent, quantity, or degree of air contaminants which any article, machine, equipment, or other contrivance will produce, which any air pollution control district requires any applicant to provide before such applicant builds, erects, alters, replaces, operates, sells, rents, or uses such article, machine, equipment, or other contrivance, are public records.

(b) All air monitoring data, including data compiled from stationary sources, are public records.

(c) Trade secrets are not public records under this section. "Trade secrets," as used in this section, may include, but are not limited to, any formula, plan, pattern, process, tool, mechanism, compound, procedure, production data, or compilation of information which is not patented, which is known only to certain individuals within a commercial concern who are using it to fabricate, produce, or compound an article of trade or a service having commercial value, and which gives its user an opportunity to obtain a business advantage over competitors who do not know or use it. [Added by Stats 1970 ch. 1295 § 2.]

§ 6255. Withholding records from inspection: Justification: Public interest.

The agency shall justify withholding any record by demonstrating that the record in question is exempt under express provisions of this chapter or that on the facts of the particular case the public interest served by not making the record public clearly outweighs the public interest served by disclosure of the record. [Added by Stats 1968 ch. 1473 § 39.]

§ 6256. Identifiable public records: Right to copy or information.

Any person may receive a copy of any identifiable public record or copy thereof. Upon request, an exact copy shall be provided unless impracticable to do so. Computer data shall be provided in a form determined by the agency. [Added by Stats 1968 ch. 1473 § 39; Amended by Stats 1970 ch. 575 § 3.]

§ 6257. Same: Request for copy: Fee.

A request for a copy of an identifiable public record or information produced therefrom, or a certified copy of such record, shall be accompanied by payment of a reasonable fee or deposit established by the state or local agency, or the prescribed statutory fee, where applicable. [Added by Stats 1968 ch. 1473 § 39.]

§ 6258. Enforcement of right to inspect or receive copy of records: Proceedings.

Any person may institute proceedings for injunctive or declarative relief in any court of competent jurisdiction to enforce his right to inspect or to receive a copy of any public record or class of public records under this chapter. The times for responsive pleadings and for hearings in such proceedings shall be set by the judge of the court with the object of securing a decision as to such matters at the earliest possible time. [Added by Stats 1968 ch. 1473 § 39; Amended by Stats 1970 ch. 575 § 4.]

§ 6259. Same: Order to show cause: Order to make record public: Order supporting decision refusing disclosure: Contempt.

Whenever it is made to appear by verified petition to the superior court of the county where the records or some part thereof are situated that certain public records are being improperly withheld from a member of the public, the court shall order the officer or person charged with withholding the records to disclose the public record or show cause why he should not do so. The court shall decide the case after examining the record in camera, if permitted by subdivision (b) of Section 915 of the Evidence Code, papers filed by the parties and such oral argument and additional evidence as the court may allow.

If the court finds that the public official's decision to refuse disclosure is not justified under the provisions of Section 6254 or 6255, he shall order the public official to make the record public. If the judge determines that the public official was justified in refusing to make the record public, he shall return the item to the public official without disclosing its content with an order supporting the decision refusing disclosure. Any person who fails to obey the order of the court shall be cited to show cause why he is not in contempt of court. [Added by Stats 1968 ch. 1473 § 39.]

§ 6260. Status of existing judicial records unaffected by chapter provision.

The provisions of this chapter shall not be deemed in any manner to affect the status of judicial records as it existed immediately prior to the effective date of this section, nor to affect the rights of litigants, including parties to administrative proceedings, under the laws of discovery of this state. [Added by Stats 1968 ch. 1473 § 39.]

STATE BY STATE ANALYSIS OF INFORMATION LAWS

The aim of most statutes dealing with public access to government information is to expand the common law right which every citizen enjoys, regardless of any specific statutory provision, to inspect and copy public records.

The common law recognized a *legal right* of access to public records independent of, and prior to, any specific statutory authorization. Furthermore, the courts would enforce the citizen's right of access against any public official who denied that right unlawfully. However, under the common law, the person seeking access to records must establish an "interest" and "a legitimate purpose":

> . . .the person asking inspection must have an interest in the record or paper of which inspection is sought and the inspection must be for a legitimate purpose, but interest as a citizen and taxpayer is sufficient in some instances.[1]

Most statutes have gone far beyond the limited common law right, for, as we have already noted, this was their express purpose. Expansion of the common law right has been in many directions:

- In most, if not all statutes, removing the status and purpose requirements referred to above
- Broadening the types of information which must be made available, either by all-encompassing definitions or by limiting the exemptions usually accorded privileged classes of information such as trade secrets, confidential communications, etc.
- Simplifying and publicizing the procedures for making data available
- Imposing penalties on officials who withhold inmation
- Providing expeditious, streamlined court proceedings for obtaining the information.

In the state-by-state analyses which follow, we have tried to indicate as to each state, in a bold face headnote, the general scope of citizen's right to inspect and copy public records, as well as the areas in which that right has been expanded by statutory enactment.

This headnote is followed by the supporting statutory references together with citations to court decisions, opinions of attorneys general, and law review articles. It is important to remember that the entire body of law governing one's right to inspect is not contained solely within a particular state's statutory code.[2] It is also contained in the traditional legal references just mentioned.

State statutes are available at most public libraries in that state, and the relevant access statute can be quickly located through the statutory references given. Court decisions and other legal references can be found in law libraries. The full text of the California Statute, the most extensive recent enactment, is set out in full above as a convenient reference point for comparison with other statutory summaries.

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[1] 45 Am. Jur., Records and Recording Laws, § 17.

[2] *State Access Statutes: A Comparison*, Freedom of Information Center, June, 1970, p. 1.

ALABAMA

Every citizen has a statutory right to inspect and copy public records.

The type of information which must be furnished is defined by statute.

Procedures for obtaining information are set forth in the statute.

The right to access will be enforced by the courts through proceedings specifically authorized by statute.

Statutory Reference: Code of Ala., Tit. 55, sec. 289, 6-10 (1945).

Title: Public Records

Section Titles:

289-6	Public records defined.
289-7	Offenses concerning public records; punishment.
289-8	Destruction or disposal of public records regulated.
289-9	Recovery of public records unlawfully possessed.
289-10	Assistance by the department of archives and history.

Statutory Reference: Code of Ala., Tit. 41, sec. 145-147 (1945).

Title: Right to inspect and Copy Records

Section Titles:

sec. 145	Every citizen entitled to inspect and copy public records.
sec. 146	Refusal of public officer to permit examination of records.
sec. 147	Public officers bound to give copies.

Opinions, Cases and Law Journal Articles:

Holcombe v. State ex rel. Chandler, 240 Ala. 590, 200 So. 739 (1941). Prior to statute, requiring legitimate claim before citizen has right of inspection.

Water Works Bd. of town of Parish v. White, 281 Ala. 357, 202 So. 2d 721 (1967). Allowing citizens to inspect books of water works to investigate responsibility of financial operations.

ALASKA

Every citizen has a statutory right to inspect and copy public records.

The right to access will be enforced by the courts under general legal principles.

Statutory Reference: Alaska Stats. Tit. 9, ch. 25, sec. 110 & 120 (1962).

Title: Public Records

Section Titles:

09.25.110	Inspection and copies of public records
09.25.120	Inspection and copying of public records.

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ARIZONA

Every citizen has a statutory right to inspect and copy public records.

The right to access will be enforced by the courts under general legal principles.

Statutory Reference: Ariz. Revised Stats. Title 39, sec. 121 (1956).

Title: Public Records, Printing and Notices

Section Titles:
sec. 39-121 Inspection of public records

Cases:

Mathews v. Pyle, 75 Ariz. 76, 251 P. 2d 893 (1953).

Industrial Commission v. Holohan, 97 Ariz. 122, 397 P. 2d 624 (1965). Judicial limitation on right to inspect industrial commissions' reports (considered privileged material).

Opinions of the Attorney General:

56 Ops. Atty. Gen. 8. Town Records

66 Ops. Atty. Gen. 6. Personnel Records

63 Op. Atty. Gen. 57. Real estate department records.

ARKANSAS

Every citizen has a statutory right to inspect and copy public records.

The type of information which must be furnished is defined by statute.

Procedures for obtaining information are set forth in the statute.

A public official who refuses information is subject to statutory penalties.

The right to access will be enforced by the courts through proceedings specifically authorized by statute.

Statutory Reference: Ark. Stats. Title 12, ch. 28, sec. 01-07.

Title: Freedom of Information Act

Section Titles:

12-2801	Title Act
12-2802	Declaration of public policy
12-2803	Definitions
12-2804	Examination and copying of public records
12-2806	Enforcement
12-2807	Penalty

Opinions, Cases and Law Journal Articles:

Layman v. McCord, 245 Ark. 389, 432 S.W. 2d 753 (1968). Information Act judicially interpreted as serving public interest.

CALIFORNIA

Every citizen has a statutory right to inspect and copy public records.

The type of information which must be furnished is defined by statute. Exemptions are also specified.

Procedures for obtaining information are set forth in the statute.

A public official who refuses information is subject to statutory penalties.

The right to access will be enforced by the courts through proceedings specifically authorized by statute.

Statutory Reference: West's Ann. Government Code, sec. 6250-6260 (Supp. 1971).*

Title: Inspection of Public Records

Section Titles:

6250	Legislative findings and declarations.
6251	Short title.
6252	Definitions.
6253	Public records open to inspection; time; regulations governing procedure.
6254	Exemption of particular records.
6254.7	Air pollution data; trade secrets defined.
6255	Justification for withholding of records.
6256	Copies of records.
6257	Request for copy; fee.
6258	Proceedings to enforce right to inspect or receive copy of record.
6259	Order of court; contempt.
6260	Effect of chapter on prior rights and proceedings.

Cases:

Eisen v. Regents of U. of Cal., 75 Cal. Rptr. 45, 269 C.A. 2d 696 (1969). Right to information of identity of campus organizations and officers of same when status is granted by state university.

Terzian v. Superior Court in and for Alameda County, 88 Cal. Rptr. 806, 10 C.A. 3d 286 (1970).

Opinions of the Attorney General:

52 Ops. Atty. Gen. 15, (2-14-69).

53 Ops. Atty. Gen. 136 (4-7-70). Access to records of Bd. of pilot commissioner.

53 Ops. Atty. Gen. 10 (1-13-70). Privileged health records for local public health.

53 Ops. Atty. Gen. 25 (1-23-70).

52 Ops. Atty. Gen. 15 (1969). Access to State Wide Reading Results.

Periodicals:

Interagency information sharing: Access to public records a legal vacuum, 9 Santa Clara Lawyer 301 (1969).

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*Reprinted in full. Supra.

COLORADO

Every citizen has a statutory right to inspect and copy public records.

The type of information which must be furnished is defined by statute.

The right to access will be enforced by the courts under general legal principles.

Statutory Reference: *Colo. Rev. Stat.* ch. 123, art. 30, sec. 8(5) (Perm. Supp. 1965).

Title: Meetings of the board of education.

Section Titles:
School district board meetings to be open
and public.

Statutory Reference: *Colo. Rev. Stat.* ch. 123, art 33, sec. 2(2) (Perm. Supp. 1965).

Title: Accounts.

Section Titles:
School district financial records to be open
for public inspection. Sec. 2(2).

For right to know statutes concerning other
agencies, see pertinent statutes relating
to these agencies.

CONNECTICUT

Every citizen has a statutory right to inspect and copy public records.

The type of information which must be furnished is defined by statute.

A public official who refuses information is subject to statutory penalties.

The right to access will be enforced by the courts through proceedings specifically authorized by statute.

Statutory Reference: Conn. Gen. Stats. Ann. Title 1, ch. 3, sec. 7-20.

Title: Provisions of General Application—Public Records and Meetings

Section Titles:

1-7	Recording by photographic process.
1-8	"Recorded" defined.
1-9	Standard paper for permanent records.
1-10	Standard ink for public records.
1-11	Loose-leaf binds for public records.
1-12	Typewriting and printing. Legal force.
1-13	Making of reproductions.
1-14	"Certified copy" defined: Evidence.
1-15	Fees for certifying copies.
1-16	Photographic reproduction of documents.
1-17	Reproductions to serve purposes of originals.
1-18	Disposition of original documents.
1-19	Access to public records.
1-20	Refusal of access: Appeal.

Opinions, Cases and Law Journal Articles:

Mrotek v. Nair, 4 Conn. Cir. 313, 231 A. 2d 95 (1967). No right to inspect bar examination scores without prior judicial authorization.

State v. Mayo, 4 Conn. Cir. 511, 236 A. 2d 342 (1967). Documents offered to support building permits are public records.

Opinions of the Attorney General:

24 Ops. Atty. Gen. 169 (Nov. 21, 1945). Recorded honorable discharges are public records.

Periodicals:

Comment on opinion of Atty. Gen. Jan. 30, 1969, 30 Conn. L. J. 12. Amounts paid to physicians under medicaid is inspectable.

Journalist—informant privilege, 33 Conn. Bar J. 220 (June, 1959).

DELAWARE

Every citizen has a statutory right to inspect and copy public records.

The type of information which must be furnished is defined by statute.

The right to access will be enforced by the courts under general legal principles.

Statutory Reference: *Del. Code Ann.* Title 29, sec. 3327(d) (1953).

Title: Disposition of public records by state, county and municipal officers and agencies penalties for violations; definition of public records.

Section Titles:
sec. 3327(d) Definition of public records.

FLORIDA

Every citizen has a statutory right to inspect and copy public records.

The type of information which must be furnished is defined by statute.

Procedures for obtaining information are set forth in the statute.

A public official who refuses information is subject to statutory penalties.

The right to access will be enforced by the courts under general legal principles.

Statutory Reference: *Fla. Stat. Ann.*, ch. 119, Tit. 10, sec. 01 (1959) added by secs. .011, .21, .31, .41, .05-.10 (Supp. 1971).

Title: Public Records.

Section Titles:

119.01	Public records open to examination by citizens.
119.011	Definitions.
119.021	Custodian designated.
119.031	Keeping records in safe places; copying or repairing and certified copies.
119.041	Destruction of records regulated.
119.05	Disposition of records at end of official's term.
119.06	Demanding custody.
119.07	Inspection and examination of records; exemptions.
119.08	Photographing public records.
119.09	Assistance of the division of archives, history and records management of the department of state.
119.10	Violation of act as a misdemeanor.

Opinions, Cases and Law Journal Articles:

Caswell v. Manhattan Fire and Marine Ins. Co., 399 F2d 471 (1968). Report of state fire marshall is public.

Mahone v. State, App. 227 So 2d 769 (1969). Police records declared to be public records.

Opinions of the Attorney General:

1965 Op. Atty. Gen. 065-32, Mar. 23, 1965. Dockets of the small claims court and those of justices of the peace are public within the purview of the statute.

1960 Op. Atty. Gen. 660-136, Aug. 12, 1960. Records of air pollution control commission are public insofar as they relate to public health and they can be used in a suit against a private company.

1959 Op. Atty. Gen. 059-249, Nov. 30, 1959. Organization records of a credit union are public and open to inspection.

GEORGIA

Every citizen has a statutory right to inspect and copy public records.

The type of information which must be furnished is defined by statute. Exemptions are also specified.

Procedures for obtaining information are set forth in the statute.

The right to access will be enforced by the courts under general legal principles.

Statutory Reference: *Code of Ga. Ann.*, Title 40, ch. 27, secs. 01-03 (Supp. 1970).

Title: Inspection of public records.

Section Titles:

40-2701	Right of public to inspect records.
40-2702	Supervision of persons photographing records; charge for services of deputy.
40-2703	Exception of certain records.

Exceptions to this chapter in those records inspection of which would be invasion of privacy and those records declared confidential by the Federal Goverment.

HAWAII

Every citizen has a statutory right to inspect and copy public records.

The type of information which must be furnished is defined by statute. Exemptions are also specified.

Procedures for obtaining information are set forth in the statute.

The right to access will be enforced by the courts through proceedings specifically authorized by statute.

Statutory Reference: *Hawaii Rev. Stat.*, Title 8, ch. 92, secs. 1-6, 21 (1968).

Title: Public agency meetings and records.

Section Titles:

92-1	Definitions—"board", "public record" defined.
92-2	Public meetings—all board meetings declared open.
92-3	Executive sessions—Limitation on the use of.
92-4	Public records; available for inspection; cost of copies.
92-5	Minutes—minutes of all boards may be public records.
92-6	Denial of inspection; application to circuit court.
92-21	Copies of records; other costs and fees.

IDAHO

Every citizen has a statutory right to inspect and copy public records.

The type of information which must be furnished is defined by statute.

Procedures for obtaining information are set forth in the statute.

The right to access will be enforced by the courts under general legal principles.

Statutory Reference: *Idaho Code*, Title 59, ch. 10, secs. 1009-10011 (1947).

Title: Miscellaneous Provisions.

Section Titles:

1009	Official records open to inspection.
10010	Officers to keep accounts. Duty of public officers to keep public account of money received and disbursed.
10011	Furnishing account books-Examination by citizens. Citizen entitled to inspect and take memoranda on public account books, or to get certified copies of same.

Statutory Reference: *Idaho Code*, Title 9, ch. 3, secs. 301, 302, 311 (1947).

Title: Public Writings.

Section Titles:

301	Public writings-Right to inspect and take copy.
302	Furnishing of certified copy-Duty of officer having custody-copy as evidence-Fees.
311	Public writings-classification.

ILLINOIS

Every citizen has a statutory right to inspect and copy public records.

The type of information which must be furnished is defined by statute. Exemptions are also specified.

The right to access will be enforced by the courts under general legal principles.

Statutory Reference: Ill. Stats. ch. 116, sec. 43.4-43.6 (Smith-Hurd Supp. 1971).

Title: State Records Act.

Section Titles:

sec. 43.4	Title
sec. 43.6	Public policy as to records; exception.
sec. 43.7	Right of access by public reproduction; fees.

Opinions, Cases and Law Journal Articles:

People ex rel. *Gibson v. Peller*, 34 Ill. App. 2d 372, 181 N. E. 2d 376 (1962). State Records Act applies to records and members of Board of Education.

People ex rel. *Hamen v. Board of Education Sch. Dist.* # 109,—Ill. App. 2d — 264 N.E. 2d 420 (1970).

INDIANA

Every citizen has a statutory right to inspect and copy public records.

The type of information which must be furnished is defined by statute. Exemptions are also specified.

Procedures for obtaining information are set forth in the statute or by agency rule.

A public official who refuses information is subject to statutory penalties.

The right to access will be enforced by the courts under general legal principles.

Statutory Reference: Burns Ann. Ind. Stats. Tit. 57, & 601-609 (Supp. 1970)

Title: Inspection and Publicity of Records and Proceedings

Section Titles:

57-601	Construction of act
57-602	Definitions
57-603	Right of inspection of public records
57-604	Citizen permitted to observe public proceedings
57-605	Exceptions to act
57-606	Violation of act by official—penalty
57-607	No secrecy in public hearings of state administrative bodies
57-608	Recorded or live broadcasts of hearings authorized
57-609	Limitation on broadcast—pooled recording or broadcasts

Opinions, Cases and Law Journal Articles:

State ex rel. County Welfare Board of Starke County v. Starke Circuit Court, 238 Ind. 35, 147 N.E. 2d 585 (1958) Access to records of county welfare board.

State ex rel. Uebelhor v. Armstrong, — Ind. —, 17 Ind. Dec. 703, 248 N.E. 2d 32 (1969). No access if individuals can show particular harm.

Szilagyi v. State ex rel. La Porte Community School Corp., 249 Ind. 400, 11 Ind. Dec. 652, 231 N.E. 2d 222 (1968).

Szilagyi v. State, — Ind. —, 233 N.E. 2d 181 (1968).

State ex rel. Wineholt, et. al. v. Laporte Superior Court, 249 Ind. 152, 230 N.E. 2d 92 (1967).

Opinions of the Attorney General (with respect to pertinent sections)

64 Ops. Atty. Gen. 399, 1961. Right to examine applications for real estate brokers and salesman license.

58 Ops. Atty. Gen. 315, 1964.

36 Ops. Atty. Gen. 199, 1964. Citizens have right to attend board meetings of County Welfare Department.

19 Ops. Atty. Gen. 120, 1967. Right to examine voting records of board meetings of Department of Financial Institutions.

Periodicals:

Judicial Discretion and Freedom of Information Act, 45 Ind. L. J. 421 (1970).

An Ombudsman for Local Government, 1 Ind. Legal F. 376.

IOWA

Every citizen has a statutory right to inspect and copy public records.

The type of information which must be furnished is defined by statute.

The right to access will be enforced by the courts under general legal principles.

Statutory Reference: Ia. Code Ann. ch. 622 sec. 622.46 as amended Ia. Laws of Session ch. 106 sec. 1-12 (1967).

Title: Public Records: Act to protect rights of citizens to examine public records and make copies.

Opinions, Cases and Law Journal Articles:

Linder v. Eckard, 261 Ia. 216, 152 N.W. 2d 833 (1967). Nature and purpose of document determines if it is public record.

Opinions of the Attorney General:

58 Ops. Atty. Gen. 16.

62 Ops. Atty. Gen. 136.

64 Ops. Atty. Gen. 295.

KANSAS

Every citizen has a statutory right to inspect and copy public records.

The type of information which must be furnished is defined by statute. Exemptions are also specified.

A public official who refuses information is subject to statutory penalties.

The right to access will be enforced by the courts under general legal principles.

Statutory Reference: Kan. Stats. Ann. ch. 45, sec. 201-203 (1957).

Title: Laws, Journals and Public Information—Records Open to Public

Section Titles:

45-201	Official public records open to inspection; exceptions.
45-202	Same; photographing records, when; rules.
45-203	Same; penalties for violations.
Cross ref.	Public Records 75-3501. — 3514.

Opinions, Cases and Law Journal Articles:

Boylan v. Warren, 39 Kan. 301, 18 P. 174 (1888). Common law right to public records.

Young v. Regents of U. of Kansas, 87 Kan. 245, 124 P. 152 (1912).

Kern v. City Com'rs of City of Newton, 145 Kan. —, 478, 77 P. 2d 954, 958 (1938).

Periodicals:

Who may examine and make copies of registration books, 11 K. L. R. 579 (1963).

Inspection of Public Records, 11 Kansas L. R. 157 (Oct. 1962).

KENTUCKY

Every citizen has a statutory right to inspect and copy public records.

The type of information which must be furnished is defined by statute.

Procedures for obtaining information are set forth by agency rule.

The right to access will be enforced by the courts under general legal principles.

Statutory Reference: *Kentucky Rev. Stats.* ch. 171, secs. 410-990 (1969). As amended by Kentucky Acts, ch. 92, secs. 32, 46, 48 (1970).

Title: State Archives and Records

Section Titles:

410	Definitions.
590	Public nature of records in department's custody.
610	Facilities for public inspection.
640	Documentation of agency matters.
650	Public nature of agency records.

LOUISIANA

Every citizen has a statutory right to inspect and copy public records.

The type of information which must be furnished is defined by statute. Exemptions are also specified.

Procedures for obtaining information are set forth in the statute.

A public official who refuses information is subject to statutory penalties.

The right to access will be enforced by the courts through proceedings specifically authorized by statute.

Statutory Reference: *La. Rev. Stat.*, Tit. 44, ch. 1, secs. 1-9, 31-41 (Supp. 1971).

Title: Public Records

Section Titles:

1	General definitions.
2	Records involved in legislative investigations. Records made in process of investigation by legislature do not fall within provisions of this chapter until investigation is over.
3	Records held by investigating officer or agency. Exception to this chapter is records held by an investigating agency to be used as evidence in prosecution of a criminal charge.
4	Tax returns; records relating to old age assistance; dependent children; liquidation proceedings; banks; insurance ratings. Exceptions to provisions of this chapter.
5	Records in custody of governor. Exceptions to provisions of this chapter.
6	Completed reports of Supervisor of Public Funds.- To be public when completed.
7	Hospital records. Generally exempt from provisions of this chapter with certain exceptions.
8	Louisiana office building corporation special provisions. Louisiana Office Building Corporation developed to be quasi-public corporation

	and its records to be public records within the provisions of this chapter.
9	Records of violators of municipal ordinance and of state statutes classified as misdemeanors. Provision for expunging arrest record in certain instances when a case is disposed by acquittal, dismissal, or noble prosequi.
31	Right to examine records.
32	Duty to permit examination.
33	Availability of records. If record is presently unavailable, custodian of record must so certify and set a date and time within 3 days for inspection of the record.
34	Absence of records.
35	Suits to enforce provisions; preference. Suits to enforce provisions of this chapter shall have preference in the court in which it is brought.
36	Preservation of records.
37	Penalties for violation by custodians of records.
38	Penalties for violation by electors and taxpayers.
39	Microfilm records.
40	Additional copies of records by micro-photographic process; purchase of equipment; funds available for payment.
41	Receiving and filing map, plat, etc. for record.

Opinions, Cases and Law Journal Articles:

Diez v. Christian, App. 1964, 169 So. 2d. 185 (1964). Ordinarily appeal will not lie from an order declaring or not declaring records to be public without showing inadequate remedy at law.

Hewitt v. Webster, App. 1960, 118 So. 2d. 688 (1960). Subpoenas and returns of service on grand jury witnesses are not public records under this act.

Opinions of the Attorney General:

Op. Atty. Gen., May 29, 1967. No resolution or action can be passed in executive session of schoolboard unless the meeting is public.

Op. Atty. Gen., Nov. 5, 1965. Lists of bank shareholders are exempt from provisions of this act.

Op. Atty. Gen., July 13, 1965. A department of the state government cannot by itself modify provisions of this act.

Op. Atty. Gen., Mar. 4, 1963. State Racing Commission records are public within authority of this act.

MAINE

Every citizen has a statutory right to inspect and copy public records.

A public official who refuses information is subject to statutory penalties.

The right to access will be enforced by the courts under general legal principles.

Statutory Reference: *Me. Rev. Stat. Ann.*, Tit. 1, ch. 13, sec. 401, 402, 404, 405, 406 (1964).

Title: Public Records and Proceedings.

Section Titles:

401	Declaration of public policy; open meetings.
402	Public proceedings defined.
404	Executive sessions.
405	Minutes and records available for public inspection.
406	Violations.

Statutory Reference: *Me. Rev. Stat. Ann.*, Tit. 1, ch. 13, sec. 403 (Supp. 1970).

Title: Public Records and Proceedings

Section Titles:
Meetings to be open to public. Permission
given to make written, taped or filmed
records of proceedings.

MARYLAND

Every citizen has a statutory right to inspect and copy public records.

The type of information which must be furnished is defined by statute. Exemptions are also specified.

Procedures for obtaining information are set forth in the statute.

A public official who refuses information is subject to statutory penalties.

The right to access will be enforced by the courts under general legal principles.

Statutory Reference: *Ann. Code of Md.* Art. 76A, secs. 1-5 (Supp. 1970).

Title: Public Information

Section Titles:

76A-1	Definitions.
76A-2	Inspection of public records generally; rules and regulations; procedure when records not immediately available.
76A-3	Custodian to allow inspection of public records; exceptions; denial of right to inspection of certain records; court order restricting disclosure of records ordinarily open to inspection.
76A-4	Copies, printouts and photographs of public records.
76A-5	Penalty for violations.

Statutory Reference: *Ann. Code of M*[illegible], Art. 41, sec. 14, (Rep. Vol. 1971).

Title: Executive and Administrative Departments

Section Titles:
Meetings of boards, etc., to be public.

MASSACHUSETTS

Every citizen has a statutory right to inspect and copy public records.

The type of information which must be furnished is defined by statute. Exemptions are also specified.

The right to access will be enforced by the courts under general legal principles.

Statutory Reference: *Mass. Gen. Laws Ann.*, Tit. I, ch. 4, sec. 7 (26) (Supp. 1971).

Title: Statutes

Section Titles:

7	Definitions of statutory terms; statutory construction.
7(26)	"Public records" defined.

Statutory Reference: *Mass. Gen. Laws Ann.*, Tit. 10, ch. 66, secs. 3, 10 (1969), secs. 17A, 17B (Supp. 1971).

Title: Public Records

Section Titles:

3	"Records" defined; quality of paper and film' microfilm records.
10	Public inspection of records; fees for copies.
17A	Public assistance records; public inspection; destruction. Open only to certain public officials.
17B	Public agency records. Extension of "public records' as to records of public agencies.

Opinions, Cases and Law Journal Articles:

Commonwealth v. French, 259 N. E. 2d 195 (1970). Trial judge had discretion to deny access to police reports in a capital case, though the reports were public records, where other remedies existed.

Lord v. Registrar of Motor Vehicles, 347 Mass. 608, 199 N. E. 2d 316 (1964). Accident reports filed with registrar pursuant to statute are public records because they are reports the registrar is required to receive for filing.

Opinions of the Attorney General:

1967 Op. Atty. Gen., 126, Nov. 3, 1967. Written notice of cancellation of motor vehicle liability policy is a public record open to public inspection.

1967 Op. Atty. Gen., 126, Nov. 3, 1967. Abstract of court proceedings forwarded to registrar by all courts are public records.

1963 Op. Atty. Gen., 149, May 12, 1963. Only records of Bd. of Pharmacy made public are open to inspection of the public, and representatives of the press stand on the same footing as general public.

Law Journal Articles:

O'Leary, *The Right to Be Informed*, 54 Mass. L.Q. 63 (1969).

MICHIGAN

Every citizen has a statutory right to inspect and copy public records.

The right to access will be enforced by the courts under general legal principles.

Statutory Reference: Mich. Complied Laws Ann. ch. 750, sec. 491 (1964) and sec. 492 as amended (Supp. 1970).

Title: Penal Code Public Records

Section Titles:

750-491	Removal, mutilation, or destruction of public records, penalty.
750-492	Inspection and use of public records (amended P. A. 1970, No. 109, sec. 1).

Opinions, Cases and Law Journal Articles:

Booth Newspapers Inc. v. Cavanaugh, 15 Mich. App. 203, 166 N.W. 2d 546 (1968). Citizen has general right of access to public records.

Washtenaw Abstract Co. v. Mayer, 347 Mich 229 (1956).

Opinions of the Attorney General:

3111 Ops. Atty. Gen. 69 (1957-58).

2969 Ops. Atty. Gen. 147 (1957-58).

2786 Ops. Atty. Gen. 645 (1955-56).

1758 Ops. Atty. Gen. 306 (1952-54).

1249 Ops. Atty. Gen. 487.

949 Ops. Atty. Gen. 287.

1002 Ops. Atty. Gen. 282 (1949-50).

MINNESOTA

Every citizen has a statutory right to inspect and copy public records.

The type of information which must be furnished is defined by statute. Exemptions are also specified.

Procedures for obtaining information are set by agency rule.

The right to access will be enforced by the courts under general legal principles.

Statutory Reference: *Minn. Stat. Ann.* sec. 15.17, subd. 1-4 (1967).

Title: Official Records

Section Titles:

Subd. 1	Must be kept. (Definition of public records).
Subd. 2	Responsibility for records.
Subd. 3	Delivery to successor.
Subd. 4	Accessible to public. (Right to inspect under agency's procedure).

Opinions, Cases and Law Journal Articles:

Kottschade v. Lundberg, 280 Minn. 501, 160 N.W. 2d 135 (1968). General interpretation and application of statute.

Minneapolis Star v. Tribune Co. v. State, 282 Minn. 86, 163 N.W. 2d 46 (1968). Judicial definition of "officers" of state and "agency of state".

Opinions of the Attorney General:

General Use of Statute

Op. Atty. Gen., 851-C (April 14, 1944).

Op. Atty. Gen., 851-I (Dec. 21, 1950).

Op. Atty. Gen., 851-F (Jan. 21, 1942).

General Responsibility of State Officials:

Op. Atty. Gen., 851i (Aug. 16, 1965).

Op. Atty. Gen., 258 (Dec. 23, 1963).

Op. Atty. Gen., 851e (Sept. 1, 1960).

Op. Atty. Gen., 851-I (Nov. 30, 1950).

Op. Atty. Gen., 371-A (Jan. 26, 1948).

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MISSISSIPPI

Definition of Public Record:

Op. Atty. Gen., 851-I (Mar. 19, 1963).

Op. Atty. Gen., 851-I (June 18, 1957).

Op. Atty. Gen., 851-I (Dec. 21, 1950).

Op. Atty. Gen., 371-A, 851-I (Aug. 7, 1947).

Op. Atty. Gen., 371a (Feb. 9, 1965).

Op. Atty. Gen., 851j (Oct. 23, 1959).

Exemptions from General Right to Inspect

Op. Atty. Gen., 268-L (Feb. 18, 1965).

Op. Atty. Gen., 851-I (Aug. 1955).

Op. Atty. Gen., 851-K (Oct. 27, 1954).

Op. Atty. Gen., 201, p. 357 (1950).

Op. Atty. Gen., 17, p. 46 (1950).

Op. Atty. Gen., 985F (Oct. 20, 1969).

Every citizen has a statutory right to inspect and copy public records.

The right to access will be enforced by the courts under general legal principles.

Statutory Reference: *Miss. Code 1942 Ann.*, Tit. 7, ch. 2, sec. 878 (Supp. 1970).

Title: Land and Conveyances

Section Titles:

878	How instrument recorded and book indexed records public-copies all records of the clerk of the chancery court are public and open to public inspection.

Opinions, Cases and Law Journal Articles:

Pollard v. State, 205 So. 2d 286 (1967). Records of chancery and circuit clerks are public documents and subject to inspection.

In re Coleman, 208 F. Supp. 199 (1962). Right of free examination of official records is the rule and inhibition of such privilege is the exception.

Logan v. Mississippi Abstract Co., 200 So. 716 (1964). Under statute, abstract company has the right to inspect and make copies of public records though having no special interest in the records.

MISSOURI

Every citizen has a statutory right to inspect and copy public records.

The type of information which must be furnished is defined by statute.

Procedures for obtaining information are set by agency rule.

A public official who refuses information is subject to statutory penalties.

The right to access will be enforced by the courts under general legal principles.

Statutory Reference: *Ann. Missouri Stat.*, ch. 109, secs. 180, 190 (Vernon's 1966).

Title: Public Records

Section Titles:

109.180	Public records open to inspection-refusal to permit inspection, penalty.
109.190	Rights of person to photograph public records-regulations.

Opinions, Cases and Law Journal Articles:

Kirkwood Drug Co. v. City of Kirkwood, 387 S.W. 2d 550 (1965). General scope of right to inspect.

Opinions of the Attorney General:

Op. Atty. Gen., 33(2-26-65). Vital statistics records not under this statute.

Op. Atty. Gen., 12(2-5-63). Records of school districts are public and inspectable.

Op. Atty. Gen., 169(6-6-63). Records with regard to parole grants and conditions are public.

Op. Atty. Gen., 64(9-13-61). Accident reports are public.

Op. Atty. Gen., 114(1-29-70). Regulations for inspecting records must be reasonable and will be set by agency responsible for records.

Op. Atty. Gen., 241(5-27-69). Motor vehicle registration records are public.

Op. Atty. Gen., 38(1-7-69). Financial statement filed under sec. 400.9-401 is public.

Op. Atty. Gen., 347(10-19-67). Records of county board of equalization are public.

MONTANA

Every citizen has a statutory right to inspect and copy public records.

The type of information which must be furnished is defined by statute.

The right to access will be enforced by the courts under general legal principles.

Statutory Reference: *Rev. Codes of Mont., 1947 Ann.*, Tit. 16, ch. 9, sec. 906 (Repl. Vol. 1967).

Title: County Commissioners-Organization-Meetings-Compensation

Section Titles:

906	Meetings and records to be public.

Statutory Reference: *Rev. Codes of Mont. 1947 Ann.*, Tit. 93, ch. 1001, secs. 1-6 (Repl. Vol. 1964).

Title: Evidence-Public Writings

Section Titles:

93-1001-1	Writings, public and private.
93-1001-2	Public writings defined.
93-1001-3	All others private.
93-1001-4	Every citizen entitled to inspect and copy public writings.
93-1001-5	Public officer bound to give copies.
93-1001-6	Four kinds of public writings.

NEBRASKA

Every citizen has a statutory right to inspect and copy public records.

The type of information which must be furnished is defined by statute.

Procedures for obtaining information are set forth in the statute.

A public official who refuses information is subject to statutory penalties.

The right to access will be enforced by the courts under general legal principles.

Statutory Reference: *Revised Statutes of Nebraska*, ch. 25, sec. 1280 (1964).

Title: Documentary Evidence

Section Titles:

1280	Official records; certified copies; duty of custodian to furnish; fees.

Statutory Reference: *Revised Statutes of Nebraska*, ch. 84, secs. 1401-1405 (Cumulative Supp. 1967).

Title: Public Meetings

Section Titles:

1401	Public meeting; defined; open to public.
1402	Public meetings; notice, place.
1403	Public meetings; memoranda; abstracts; permitted.
1404	Violations; penalty.
1405	Public meeting; executive session; when allowed; violation; effect. (Amended Session Laws, ch. 843, p. 3178 (1969.)

Opinions, Cases and Law Journal Articles:

State v. Elsworth, 61 Neb. 444, 85 N.W. 439 (1901). General right to inspect public records.

Rhodes v. Meyer, 225 F. Supp. 80 (D. C. Neb. 1963). Records of Nebraska penitentiary are not considered public records.

NEVADA

Every citizen has a statutory right to inspect and copy public records.

A public official who refuses information is subject to statutory penalties.

The right to access will be enforced by the courts under general legal principles.

Statutory Reference: *Nev. Rev. Stat.*, Tit. 19, ch. 239, sec. 010 (1967).

Title: Public Records

Section Titles:

239.010	Public books, records open to inspection, penalty.

Opinions of the Attorney General:

Op. Atty. Gen., 24 (April 23, 1963). Applications for marriage licenses filed with county clerks are public records and are available for inspection.

Op. Atty. Gen., 234, (June 3, 1965). Statute does not apply to confidential police reports.

NEW HAMPSHIRE

Every citizen has a statutory right to inspect and copy public records.

The type of information which must be furnished is defined by statute. Exemptions are also specified.

Procedures for obtaining information are set forth in the statute.

The right to access will be enforced by the courts through proceedings specifically authorized by statute.

Statutory Reference: *New Hampshire Rev. Stat. Ann.*, ch. 91-A, secs. 1-7 (Supp. 1970).

Title: Access to Public Records

Section Titles:

91-A:1	Definition of Public Proceedings.
91-A:2	Meetings open to public.
91-A:3	Executive sessions.
91-A:4	Minutes and records available for public inspection.
91-A:5	Exemptions.
91-A:6	Exclusion.
91-A:7	Violation.

Opinions, Cases and Law Journal Articles:

Selkowe v. Bean, 109 N.H. 247, 249 A. 2d 35 (1968).

DiPietro v. Nashua, 109 N.H. 174, 246 A. 2d 695 (1968).

NEW JERSEY

Every citizen has a statutory right to inspect and copy public records.

The type of information which must be furnished is defined by statute.

Procedures for obtaining information are set forth in the statute.

The right to access will be enforced by the courts through proceedings specifically authorized by statute.

Statutory Reference: N. J. Stats. Ann. Title 47, sec. 47:1A-1, 2, 3, 4. (West Supp. 1970).

Title: Examination and Copies of Public Records

Section Titles:

47:1A-1	Legislative findings.
47:1A-2	Public records; right of inspection; copies; fees.
47:1A-3	Records of investigations in progress.
47:1A-4	Proceedings to enforce right to inspect or copy.

Opinions, Cases and Law Journal Articles:

Bzozowski v. Pennsylvania-Reading Seashore Lines, 107 N. J. Super 467, 259 A2d 231 (1969). Right and procedure necessary to inspect records of board of public utility commissioners.

Accident Index Bureau v. Hughes, 46 N. J. 160, 215 A2d 529 (1965). Citizen only has limited right to inspect public records.

NEW MEXICO

Every citizen has a statutory right to inspect and copy public records.

The type of information which must be furnished is defined by statute. Exemptions are also specified.

A public official who refuses information is subject to statutory penalties.

The right to access will be enforced by the courts under general legal principles.

Statutory Reference: *N. M. Stat. 1953 Ann.*, ch. 71, art. 5, secs. 1, 2, 3 (Repl. Vol. 1961).

Title: Inspection of public records

Section Titles:

71-5-1	Right to inspect public records-Exceptions.
71-5-2	Officers to provide opportunity and facilities for inspection.
71-5-3	Penalties for violation of act.

NEW YORK

Every citizen has a statutory right to inspect and copy public records.

The type of information which must be furnished is defined by statute.

Procedures for obtaining information are set forth in the statute.

The right to access will be enforced by the courts under general legal principles.

Statutory Reference: N. Y. Education Law sec. 144 (McKinney 1969).

Title: Definition of Public Records

Statutory Reference: N. Y. County Law sec. 925 (McKinney, 1950).

Title: Certificate of Searching Records and Copies

Statutory Reference: N. Y. Gen. Municipal Law sec. 51 (McKinney, 1965).

Title: Prosecution of Officers for Illegal Acts

Statutory Reference: N. Y. Judiciary Law sec. 255 (McKinney, 1968).

Title: Sec. 255 Clerk must search files upon request and certify as to result. See 255-b Dockets of clerks to be public.

Statutory Reference: N. Y. Public Officers Law sec. 66 (McKinney, 1952).

Section Title:

sec. 66	Persons having custody of papers in public offices to search files and make transcripts.
sec. 66-a	Accident reports kept by police authorities to be open to the inspection of persons interested.

Opinions, Cases and Law Journal Articles:

N. Y. Cases. (Only general cases which define the judicial interpretation of the statutes are listed).

Cases Under sec. 144.
Werfel v. Fitzgerald, 23 App. Div. 2d 306, 260 N. Y. Supp. 2d 791 (1965).

Marmo v. N.Y. City Bd. of Ed., 56 Misc. 2d 517, 289 N. Y. Supp. 2d 51 (1968).

Cases Under sec. 51.
Sorley v. Clerk, Majors and Bd. of Trustees of Inc. Village of Rockville Centre, 30 App. Div. 2d 822, 292 N.Y. Supp. 2d 575 (1968).

Sears Roebuck & Co. v. Hoyt, 107 N.Y. Supp. 2d 756 (1951).

N. Y. Post Corp. v. Moses, 12 App. Div. 2d 243, 210 N. Y. Supp. 2d 88, reversed on other grounds 10 N. Y. 2d 199, 219 N. Y. Supp. 2d 7, 176 N. E. 2d 709 (1961).

1969 Op. State Compt. 587.

15 Op. State Compt. 310 (1959).

Cases Under sec. 66.

Looby v. Lomenzo, 60 Misc. 2d 16, 301 N.Y. Supp. 2d 163 (1969).

Sorley v. Lister, 33 Misc. 2d 451, 218 N.Y. Supp. 2d 215 (1961).

NORTH CAROLINA

Every citizen has a statutory right to inspect and copy public records.

The type of information which must be furnished is defined by statute.

Procedures for obtaining information are set forth in the statute.

A public official who refuses information is subject to statutory penalties.

The right to access will be enforced by the courts under general legal principles.

Statutory Reference: *General Stats. North Carolina*, ch. 132, sec. 1-9 (1964).

Title: Public Records

Section Titles:

132-1	Public Records defined.
132-2	Custodian designated.
132-3	Destruction of records regulated.
132-6	Inspection and examination of records.
132-9	Violation of chapter and misdemeanor.

Opinions, Cases and Law Journal Articles:

Newton v. Fisher, 98 N.C. 20, 3 S.E. 822 (1887). Common law right to inspect.

In re Robertson, 7. N.C. App. 186, 171 S.E. 2d 801 (1970).

NORTH DAKOTA

Every citizen has a statutory right to inspect and copy public records.

The right to access will be enforced by the courts under general legal principles.

Statutory Reference: *N. D. Century Code Ann.* Tit. 44, ch. 44-04, secs. 18, 19 (1960).

Title: Duties of Officers

Section Titles:

44-04-18	Access to public records.
44-04-19	Open governmental meetings.

Opinions, Cases and Law Journal Articles:

State ex rel. Williston Herald Inc. v. O'Connell, 151 N. W. 2d 758 (1967). Right of inspection does not extend to criminal records of county court of increased jurisdiction until such proceedings are completed and entered in the docket of the court.

Grand Forks Herald Inc. v. Lyons, 101 N. W. 2d 543 (1960). Access statute does not apply to county court records.

OHIO

Every citizen has a statutory right to inspect and copy public records.

The type of information which must be furnished is defined by statute. Exemptions are also specified.

Procedures for obtaining information are set forth in the statute or by agency rule.

A public official who refuses information is subject to statutory penalties.

The right to access will be enforced by the courts under general legal principles.

Statutory Reference: *Ohio Rev. Code Ann.*, Tit. 1, sec. 149.40-149.99 (Page's 1969).

Title: Documents, Reports and Records

Section Titles:

149.40	Records and archives defined.
149.43	Availability of public records.
149.44	Availability of records in centers and archival institutions.
149.99	Penalty.

Statutory Reference: *Ohio Rev. Code Ann.*, Tit. 1, ch. 121, secs. 0.21, 0.22 (Page's 1969).

Title: State Departments

Section Titles:

121.21	Records to be made and preserved.
121.22	Meetings of governmental bodies to be public; exemptions.

Patterson v. Ayers, 171 Ohio St. 369, 171 N. E. 2d 508 (1960). Judicially defined right to inspect public records.

State ex. rel. Louisville Title Ins. Co. v. Brewer, 147 Ohio St. 161, 70 N. E. 2d 265 (1947). Exemption on right to inspect.

Curran v. Board of Commrs., 51 Oh. 2d 321, 259 N. E. 2d 7571 (1969). A county park board is a governmental unit and is subject to inspection statute.

Opinions of the Attorney General:

1961 Op. Atty. Gen., 2129. General definition of duties of officials.

OKLAHOMA

Every citizen has a statutory right to inspect and copy public records.

The type of information which must be furnished is defined by statute. Exemptions are also specified.

The right to access will be enforced by the courts under general legal principles.

Statutory Reference: *Okla. Stat. Ann.*, Tit. 51, Ch. 1, sec. 24 (1962).

Title: Officers

Section Titles:
Records open for public inspection.

Opinions, Cases and Law Journal Articles:

Pyramid Life Ins. Co. v. Masonic Hospital Ass'n of Payne County, Okla., 191 F. Supp. 51 (1961). Records required by force of statute, regulation or judicial decision to be retained are at least quasi-public in nature. Right to inspect these does not require a legal interest by persons so requesting.

OREGON

Every citizen has statutory right to inspect and copy public records.

The type of information which must be furnished is defined by statute. Exemptions are also specified.

Procedures for obtaining information are set by agency rule.

The right to access will be enforced by the courts under general legal principles.

Statutory Reference: *Ore. Rev. Stat.*, Tit. 19, sec. 192.005-192.220 (1969).

Title: Public Records and Reports

Section Titles:

192.005	Definitions.
192.010	Right to inspect public writings.
192.020	Public officers bound to give copies.
192.030	Right to inspect public records.
192.040	Mailing, filing and recording records by photocopying.
192.210	Definitions.

Opinions, Cases and Law Journal Articles:

MacEwan v. Holm, 226 Or. 27, 359 P. 2d 413 (1961). How record will be categorized a "public record". Major discussion of right to inspect statute.

Opinions of the Attorney General:

34 Op. Atty. Gen., 1039 (1970). Abandoned property files are public records.

34 Op. Atty. Gen., 456 (1969). Exemption from statute.

34 Op. Atty. Gen., 306 (1968). Voters' pamphlet material is public record when on file with Sec. of State.

33 Op. Atty. Gen., 540 (1966-68). Exemption.

33 Op. Atty. Gen., 388 (1966-68). Right to former inmates of state institutions to inspect medical files.

33 Op. Atty. Gen., 273 (1966-68). Federal Statutory exemption.

32 Op. Atty. Gen., 218 (1964-66). Written conciliation agreements made by Bureau of Labor are public.

29 Op. Atty. Gen., 149 (1958-60). Records of teacher's certificates are public.

PENNSYLVANIA

Every citizen has a statutory right to inspect and copy public records.

The type of information which must be furnished is defined by statute. Exemptions are also specified.

Procedures for obtaining information are set forth in the statute.

A public official who refuses information is subject to statutory penalties.

The right to access will be enforced by the courts through proceedings specifically authorized by statute.

Statutory Reference: *Purdon's Pa. Stat. Ann.*, Tit. 65, ch. 3, sec. 66.1-66.3 (1959); sec. 66.4 as repealed in part by 17 P.S. sec. 211.508 (a)(90) (Supp. 1971).

Title: Official Documents, Records, and Seals

Section Titles:

66.1	Definitions.
66.2	Examination and inspection
66.3	Extracts copies, photographs, or photostats.
66.4	Appeal from denial of right.

Statutory Reference: *Purdon's Pa. Stat. Ann.*, Tit. 65, ch. 12, sec. 251-254 (1959).

Title: Meetings

Section Titles:

251	Definitions
252	Open meetings
253	Public notice of meetings
254	Penalty for violation.

Opinions, Cases and Law Journal Articles:

Argo v. Goodstein, 438 Pa. 468, 265 A 2d. 783 (1970). State Department of Health records were privileged under statute and regulations.

City of Philadelphia v. Rucyzynski, 24 D. & C. 2d 478 (1962). Accident reports prepared by police are public records within authority of these sections.

Bogert v. Allentown Housing Authority, 426 Pa. 151, 231 A. 2d 147 (1967). City Housing Authority is within 65 P.S. sec. 251 *et seq.*

Law Journal Articles:

Kernick v. Jones, 113 Pa. L. J. 546 (1966). This act supplants all prior enactments governing taxpayers' access to public records. Right to know: Act generally.

RHODE ISLAND

Every citizen has a common law right to inspect and copy public records.

The right to access will be enforced by the courts under general legal principles.

Statutory Reference: None

Opinions, Cases and Law Journal Articles:

Nolan v. McCoy, 77 R.I. 96, 73 A. 2d 693 (1950). Common Law right to inspect public records.

Bilodeau v. Dolan, 85 R.I. 348, 350 (1957). Remedy of mandamus.

SOUTH CAROLINA

Every citizen has a statutory right to inspect and copy public records.

The type of information which must be furnished is defined by statute. Exemptions are also specified.

Procedures for obtaining information are set by agency rule.

The right to access will be enforced by the courts under general legal principles.

Statutory Reference: *Code of Law of S. C.*, Tit. 9, sec. 2-14 (Cumulative Supp. 1970).

Title: Archives Act

Section Titles:

9-3	Objects and purposes of Department.
9-11	Records available to public; protection; copies.

Opinions of the Attorney General:

1967-68 Op. Atty. Gen., 188 Tax Commission Records.

1967-68 Op. Atty. Gen., 137 Classification and salary records of the Dept. of Health contained in personnel files are public.

1964-65 Op. Atty. Gen., 82 Exemption.

1954-55 Op. Atty. Gen., 77 Definition of which citizens have right to inspect.

NOTE: It should be noted that individual Sections of code give right to inspect records (*e.g.*, motor vehicles statutes).

SOUTH DAKOTA

Every citizen has a statutory right to inspect and copy public records.

The type of information which must be furnished is defined by statute. Exemptions are also specified.

Procedures for obtaining information are set forth in the statute.

The right to access will be enforced by the courts under general legal principles.

Statutory Reference: *S. D. Comp. Laws Ann.*, Tit. 1, ch. 1-25, sec. 1-25-1 to 1-25-4 (1967).

Title: Meetings of Public Agencies

Section Titles:

1-25-1	Meetings of public agencies to be open.
1-25-2	Executive or closed meetings-Purposes and authorization.
1-25-3	State agencies to keep and file minutes with auditor-general-Availabiliity to public.
1-25-4	Exemptions from requirements to file minutes Availability to public.

Statutory Reference: *S. D. Comp. Laws Ann.*, Tit. 9, ch. 9-18, sec. 9-18-2 (1967).

Title: Municipal Records and Proceedings

Section Titles:

9-18-2	Records of acts and proceedings of municipal officers- Open to public.

Statutory Reference: *S. D. Comp. Laws. Ann.*, Tit. 1, ch. 1-27, sec. 1-27-1 to 1-27-3 (1967).

Title: Public Records and Files

Section Titles:

1-27-1	Records open to inspection.
1-27-2	Criminal records not open to inspection.
1-27-3	Records declared secret.

Opinions of the Attorney General:

'45-'46 Op. Atty. Gen., 389. Confidential nature of records pertaining to aid to dependent children.

TENNESSEE

Every citizen has a statutory right to inspect and copy public records.

The type of information which must be furnished is defined by statute. Exemptions are also specified.

Procedures for obtaining information are set forth in the statute.

A public official who refuses information is subject to statutory penalties.

The right to access will be enforced by the courts under general legal principles.

Statutory Reference: *Tenn. Code Ann.*, Tit. 15, sec. 304-307 (Cumulative Supp. 1970).

Title: Public Records-Miscellaneous Provisions

Section Titles:

304	Records open to public inspection.
305	Confidential Records
306	Violation of secs. 15-304—15-307 a misdemeanor.
307	Right to make copies of public records.

Opinions, Cases and Law Journal Articles:

State v. Williams, 110 Tenn. 549, 75 S. W. 948 (1903). Common law right to inspect.

No cases under new statute.

TEXAS

Every citizen has a common law right to inspect and copy public records.

The type of information which must be furnished is defined by statute.

Procedures for obtaining information are set forth in the statute.

The right to access will be enforced by the courts under general legal principles.

Statutory Reference: *Rev. Civil Stat. of State of Tex. Ann.*, Tit. 89, art. 5441a., sec. 1 (Vernon's 1970).

Title: Library and Historical Commission

Section Titles:

sec. 2	Definitions (Public records defined).
sec. 6	Private or public use of photographic reproductions.

Opinions, Cases and Law Journal Articles:

Palacious v. Corbett, 172 S. W. 777 (1915). Common law right to inspect public records.

Morris v. Hoerster, 377 S. W. 2d 841 (Tex. Civ. App. 1964). Limited Right to inspect.

Morris v. Smiley, 378 S.W. 2d 149 (Tex. Civ. App. 1964). Who can inspect.

UTAH

Every citizen has a statutory right to inspect and copy public records.

Procedures for obtaining information are set forth in the statute.

The right to access will be enforced by the courts under general legal principles.

Statutory Reference: *Utah Code Ann.*, Tit. 78, ch. 26, sec. 78-26-1 to 78-26-3 (1953).

Title: Public and Private Writings.

Section Titles:

78-26-1	Classes of public writings.
78-26-2	Right to inspect and copy.
78-26-3	Officials to furnish certified copies.

Opinions, Cases and Law Journal Articles:

Conover v. Bd. of Ed. of Nebo Sch. Dist., 1 Utah 2d 375, 267 P. 2d 768 (1954). Untranscribed notes of clerk of local board of education are not public records.

Deputy Sheriffs Mutual Aid Ass. of Salt Lake County v. Salt Lake County Deputy Sheriffs Mint System Comm., 24 Utah 110, 466 P. 2d 836 (1970). Eligible register and promotional register were public records.

VERMONT

Every citizen has a statutory right to inspect and copy public records.

The type of information which must be furnished is defined by statute. Exemptions are also specified.

A public official who refuses information is subject to statutory penalties.

The right to access will be enforced by the courts under general legal principles.

Statutory Reference: *Vt. Stat. Ann.*, Tit. 1, sec. 311, 314 (1958).

Title: Public Information

Section Titles:

312	Declaration of public policy.
312	Right to attend meetings of public agencies.
313	Executive sessions minutes; minutes.
314	Penalty.

NOTE: (Tit. 3, sec. 311. Records of department of personnel: public except when held confidential for reasons of public policy.)

Opinions, Cases and Law Journal Articles:

Rutland Cable T.V. v. Rutland, 122 Vt. 1, 163 A. 2d 117 (1960). Minutes from public and executive sessions are required to be open.

Opinions of the Attorney General:

1962-64 Op. Atty. Gen. 356, Exemption.

1962-64 Op. Atty. Gen., Minutes of meetings of Vermont State College Board are public.

1966-68 Op. Atty. Gen., 108. Legislative committees and "executive session" exemption. Minutes are not required to be verbatim.

VIRGINIA

Every citizen has a statutory right to inspect and copy public records.

The type of information which must be furnished is defined by statute. Exemptions are also specified.

Procedures for obtaining information are set forth in the statute.

The right to access will be enforced by the courts through proceedings specifically authorized by statute.

Statutory Reference: *Code of Va. Ann.*, Tit. 2.1, ch. 21, sec. 2.1-340 to 2.1-346 (Supp. 1970).

Title: Virginia Freedom of Information Act

Section Titles:

2.1-340	Short title.
2.1-341	Definitions.
2.1-342	Official records to be open to inspection; exceptions.
2.1-343	Meetings to be public except as otherwise provided; information as to time and place.
2.1-344	Executive or closed meetings.
2.1-345	Agencies to which chapter inapplicable.
2.1-346	Proceedings for enforcement of chapter.

WASHINGTON

Every citizen has a statutory right to inspect and copy public records.

The type of information which must be furnished is defined by statute.

The right to access will be enforced by the courts under general legal principles.

Statutory Reference: *Rev. Code of Wash., Ann.*, Tit. 40, sec. 40.04.010 (1961).

Title: Public Documents

Section Titles:

40.04.010	Definition

Statutory Reference: *Rev. Code of Wash. Ann.*, Tit. 40, sec. 40.14.10 (1961).

Title: Perservation and Destruction of Public Records

Section Titles:

40.14.010	Definition and Classification of public records

Opinions, Cases and Law Journal Articles:

Price v. Peterson, 198 Wash. 490, 88 P. 2d 842 (1939). Definition of public records.

State v. Reed, 36 Wash. 638, 79 P. 306 (1905). General common law right to inspect.

Opinions of the Attorney General:

Op. Atty. Gen., No. 53-55-61. Right of state college student to demand destruction of registrar's transcript of grades.

WEST VIRGINIA

Every citizen has a common law right to inspect and copy public records.

The right to access will be enforced by the courts under general legal principles.

Statutory Reference: None

The right to inspect public records in
West Virginia is a common law right.

Opinions, Cases and Law Journal Articles:

State v. Harrison, 130 W. Va. 246, 43 S. E. 2d 214 (1947). Right to inspect is limited to those who have interest in record sought for inspection. Inspection must be for some legitimate purpose.

Charleston Mail Ass'n v. Kelly, 149 W. Va. 766, 143 S.E. 2d 139 (1965). Records of deposits which state Treasurer is required by statute to keep are "public" for inspection purposes.

WISCONSIN

Every citizen has a statutory right to inspect and copy public records.

The type of information which must be furnished is defined by statute.

Procedures for obtaining information are set by agency rule.

A public official who refuses information is subject to statutory penalties.

The right to access will be enforced by the courts through proceedings specifically authorized by statute.

Statutory Reference: *Wisc. Stat. Ann.*, Sec. 19.21, 19.22 (West's 1970).

Section Titles:

19.21	Custody and delivery of official property and records.
19.22	Proceedings to compel the delivery of official property.

Statutory Reference: *Wisc. Stat. Ann.*, sec. 59.71 (West's 1957). And sec. 59.14 (West's Supp. 1970).

Section Titles:

59.71	Records where kept; public examination; rebinding; transcribing.
59.14	Offices, where kept; when open (Penalty provision).

Opinions, Cases and Law Journal Articles:

State ex rel. Journal Co. v. County Court for Racine County, 43 Wisc. 2d 297, 168 N.W. 2d 836 (1969). Who may inspect records. General right to inspect.

Board of School Dirs. of City of Milwaukee v. Wis. Employment Relations Comm., 42 Wisc. 2d 637, 168 N. W. 2d 92 (1969). List of newly-hired teachers is public.

Beckon v. Emery, 36 Wisc. 2d 510, 153 N. W. 2d 501 (1967). Traffic citations are public. Discussion of scope of right to inspect.

State ex rel. Youmans v. Owens, 28 Wisc. 2d 672, 139 N.W. 2d 241 (1966). Right to inspect is expanded beyond common law right.

Opinions of the Attorney General:

Op. Atty. Gen., July 16, 1969. Discussion of right to inspect.

20 Op. Atty. Gen., 493 (1931). Reports of school district clerk are public records.

38 Op. Atty. Gen., 22 (1949). Duties of municipal clerks.

WYOMING

Every citizen has a statutory right to inspect and copy public records.

The type of information which must be furnished is defined by statute. Exemptions are also specified.

Procedures for obtaining information are set forth in the statute.

A public official who refuses information is subject to statutory penalties.

The right to access will be enforced by the courts through proceedings specifically authorized by statute.

Statutory Reference: *Wyo. Stat. 1957 Ann.*, Tit. 9, ch. 7.1 secs. 9-692.1—9-692.5 (Supp. 1969).

Title: Public Records

Section Titles:

9-692.1	Classification and definitions.
9-692.2	Inspection-Generally.
9-692.3	Same-Grounds for denying right of inspection; statement of grounds for denial; order to show cause; order to restrict disclosure; hearing.
9-692.4	Copies, printouts or photographs; fees.
9-692.5	Penalty.

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A PARTING WORD

Like Tennyson's *Brook*, the struggle for equal justice goes on forever. It must be pressed on every hand by the governed as well as the governors, the professionals as well as the non-professionals, and the educated as well as the not-so-educated, by you and by me.

Vital to justice is intelligence born out of information. We, therefore, throw down this book as a gauntlet to be used in the quest for that intelligence. Pick it up and use it now! Use it as a tool to enforce your right to know through litigation.

There is no time in the future at which we can become informed. The challenge is in the moment, and the need for *The Damned Information* is always right now.

ACKNOWLEDGEMENTS

To the young law students and law graduates who volunteered much of their time in the preparation of this volume. To the parents in the several cities throughout the United States who contacted WIQE to relate their difficulties in acquiring information, particularly about their public schools, thus prompting the need for a publication like THE DAMNED INFORMATION. Finally to my wife, Tina, who volunteers much of her time to WIQE as an editor and rewriter.

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FROM CATHARINE BARRETT

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Research Division

September 1971

PRELIMINARY REPORT: TEACHER SUPPLY AND DEMAND IN PUBLIC ELEMENTARY AND SECONDARY SCHOOLS, FALL 1971*

THE SUPPLY OF PUBLIC-SCHOOL TEACHERS has surpassed the record level reported last year, and the demand for teachers to handle increased enrollments is at the lowest point in recent history. The improved supply this year has again reduced the extent that shortages are being reported, but shortages are continuing for qualified persons to fill positions in some assignments and in some localities. However, if schools were to increase their progress toward *minimum* standards of quality in educational staffing this year, the reports of shortages would be far more widespread.

Enrollment growth will require the addition this year of about 19,000 teaching positions in public elementary and secondary schools. This increase is the lowest in at least 20 years. The alleviation of the *general* condition of teacher supply and demand this year is illustrated by the fact that the number of positions being added for fall 1971 is less than one-half of the number of new positions created during each year between 1954 and 1969 while the size of the graduating class prepared to enter teaching doubled between 1954 and 1964 and has been more than three times the 1954 levels since 1969.

Record numbers of qualified potential teachers are expected to complete their preparation in time for entry into classrooms in fall 1971: 118,800 for elementary-school assignments, 176,200 for secondary-school assignments, and 10,700 for assignments in special education at either level. At the elementary level this is an increase of 5.0 percent over last year; at the secondary level, 8.8 percent; and in special education, 16.1 percent.

The supply and demand situation may be viewed from two perspectives: one based on immediate achievement of minimum standards of quality in educational staffing without reference to the obstacles to establishing and filling the positions which would be needed (Quality Criterion), and the other based on the number of positions which are likely to be available (Adjusted Trend Criterion). The first type of estimate is valuable for planning and viewing the long-term supply and demand situation and the second shows the status of teacher supply related to positions available as schools open this fall.

Quality Criterion--Immediate achievement of minimum standards of quality in educational staffing would require a larger supply of beginning teachers than the number from the 1971 graduating class available for entry into classrooms. Based on these minimum standards and allowing for re-entry of qualified former teachers and entry into teaching by new graduates at the rates estimated for years when shortages were more widespread, the estimated shortage of qualified beginning teachers this fall is 301,600 in elementary schools and 199,200 in secondary schools--a total shortage of 500,800 qualified teachers. One year ago the shortage based on these same standards was 315,900 in elementary schools, 205,650 in secondary schools--a total of 521,550 qualified teachers. The standards of minimum quality include the estimated number of persons needed:

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*This preliminary report is based on the forthcoming report of the 24th annual national survey of teacher supply and demand in public elementary and secondary schools (*Teacher Supply and Demand in Public Schools, 1971*).

- To teach the added numbers of pupils normally expected to be enrolled
- To replace the teachers normally expected to terminate or interrupt their careers
- To replace teachers employed last year who have not completed at least the bachelor's degree
- To fill positions needed to reduce maximum class size to 24 in elementary schools and reduce the maximum secondary-school teacher load to 124 students per day
- To fill positions needed to increase the extent that comprehensive educational programs and services are available to pupils needing them.

The estimates of gross shortage are not to suggest there would be positions available for all teacher education graduates this year if the minimum levels of quality were attained. The major problem in teacher supply and demand in recent years has been in the DISTRIBUTION of graduates among the major types of assignments rather than shortages in the total numbers prepared to enter teaching. Even if the requirements of the Quality Criterion were met this fall, it is likely that many persons who have completed preparation in the assignment areas which are already oversupplied would still have difficulty in locating a teaching position. The Quality Criterion Estimate shows that future shortages and oversupplies may be reduced by increasing the proportion of graduates who are prepared to teach at preschool levels, in special education, and in other assignment areas which have been in short supply (where present teachers are most likely to be poorly qualified or missassigned, and where school offerings are most likely to have been curtailed because of shortages).

Adjusted Trend Criterion--Based on the recent trends of gradual improvement of school staffing, entry into teaching by new graduates at rates estimated for years when shortages were more widespread, and normal rates of teacher separations, it is expected that the 1971 new supply of beginning elementary-school teachers will be greater than (by as many as 56,500) the number of positions to be filled from this source. In 1970, based on the same standards this number was about 38,050. In secondary schools the total 1971 new supply may be expected to exceed the total number to be employed by as many as 47,300 (compared with 40,700 last year), but may continue to be inadequate in the subjects which have been in short supply for several years (mathematics, industrial arts, special education, and some vocational-technical subjects).

Some evidence suggests that the factors influencing teacher supply and demand may not be operating at normal levels in some localities again this year. In some areas the rate of teacher loss through turnover may be reduced from normal levels because relatively fewer jobs are now available outside teaching; and because teaching positions are not as plentiful as in earlier years, fewer experienced teachers are terminating their present jobs in the anticipation of a transfer or an interruption of their teaching careers. Some school systems have financial restrictions that have reduced the normal expected increase in the number of teaching positions this fall (e.g., New York, Los Angeles, Detroit, Denver, Philadelphia, Houston, Sacramento, Nashville, Baltimore, Tulsa, Toledo, Cincinnati, Buffalo, and Minneapolis). Some school systems are employing a larger than usual number of persons who have applied for positions because of reduction in business and industrial employment. Also, the rate of re-entry of former teachers may be reduced in some school systems because of financial limitations, e.g., where openings are filled with beginning teachers who are at the lowest level of the salary schedule rather than with experienced teachers who qualify for higher salaries. At this time the evidence is insufficient for estimating whether a significant change is taking place in the national averages of several factors which influence teacher supply and demand.

To supplement the 24th annual national teacher supply and demand study, the NEA Research Division has just completed two special surveys. These were designed to assess the conditions which may influence the projections of the national teacher supply and demand situation this fall. One survey was directed to the person having responsibility for teacher education and certification in each state department of education. These persons were asked to report their general impression of the teacher supply and demand conditions in their states as of the last week in July. The second survey was sent to the nation's 83 largest school systems (these systems enroll 50,000 or more pupils and, as a group, employ one-fifth of all public-school teachers). Personnel directors in these systems were asked to report by each major assignment area: (a) the adequacy of the supply of qualified teacher applicants in their school systems for 1971-72, (b) whether they have had to employ persons with substandard qualifications, and (c) the number of unfilled positions in the last week of July 1971.

General Conditions Reported by States

State department of education officials in 48 states reported the general condition of public-school teacher supply and demand this summer. Their assessment of how the total number of qualified applicants compares with the number of teaching position vacancies in late July 1971 was as follows:

- 24 states--shortage of applicants in some subject areas and an excess in others
- 11 states--some excess of applicants
- 13 states--substantial excess of applicants.

The remaining two states did not have sufficient information readily available to allow a valid appraisal of conditions as of the last week in July.

The situation regarding qualified teacher applicants in late July 1971 compared with 1970 was reported by 4 states as being about the same, and by 35 states as being a larger excess. Eight states reported a much larger excess than one year ago. Two states did not have sufficient information to report. Table 1 shows the 5-year trend in the alleviation of general shortages.

Some Conditions Influencing Teacher Demand

Responses from states and large school systems show a mixed national pattern in the fall 1971 trend in provisions for school staffing. An estimate of conditions within the state was given by respondents in 24 states which enroll about 60.0 percent of all public-school pupils. An estimate of conditions within the school system was given by 37 respondents in the large school systems which enrolled 65.3 percent of the pupils in the 66 school systems participating in the survey. The following shows the percents of pupils affected by each of the school staffing conditions this fall:

Condition	Percent of pupils affected 24 states	 37 large systems
Number of new teaching positions reflects a continuation of recent trend toward improved staffing and programs	42.1%	5.8%
The improved teacher supply is being used to accelerate recent trends in annual improvements in school staffing and programs	12.5	3.4
Financial conditions are slowing, arresting, or reversing recent trend toward improved school programs and staffing	45.4	90.8
Total	100.0%	100.0%

Reports from states and from large school systems show a change in the proportions of teachers leaving their positions last year; this, in turn, creates fewer than normal numbers of vacancies to be filled by experienced or beginning teachers. The percentage of last year's teaching staff leaving full-time teaching for personal reasons, maternity, or employment outside education this fall compared with one year earlier is reported to be lower in 19 states, about the same in 12 states, and higher in 2 states. The remaining 17 states did not have sufficient information to offer an estimate of this condition. The respondents in 63 of the large school systems reported the extent of this type of termination compared with one year ago as follows: lower this year, 39 systems; about the same, 21 systems; and higher this year, 3 systems.

Conditions by Population Areas

Respondents in 45 states were able to report conditions by population areas in their state. Three reported having an extremely low supply of applicants in rural areas and none reported this condition for small cities, central cities of large urban centers, or suburban areas. An oversupply was reported in central cities by 21 states, in suburban areas by 29 states, in small cities by 17 states, and in rural areas by 2 states.

The second survey queried personnel officers in each of the nation's 83 largest school systems about teacher supply and demand conditions in their systems as of the last week in July. Sixty-six systems reported a total of 1,420 unfilled positions. The unfilled positions represent 0.4 percent of the teachers in these systems in fall 1970.

The following shows the trend toward improvement in the supply of teachers in the reporting large school systems:

Year	Number of systems reporting	Number of positions open in late July	Percent of total teaching positions represented by vacant positions
1967	57	7,843	2.4%
1968	76	5,482	1.6
1969	76	4,013	1.0
1970	67	2,314	0.6
1971	66	1,420	0.4

Conditions by Teaching Assignment Area

State department of education personnel report either a low supply or an extremely low supply of qualified teacher applicants in their school systems for 1971-72 in the following assignments (most frequently listed by 47 states reporting this information): special education, 33 states; industrial arts, 27 states; special assignments in remedial reading, speech correction, etc., 27 states; special assignments directed to educationally disadvantaged children, 25 states; elementary-school librarian, 23 states; and mathematics, 15 states. The most frequently listed assignment areas in which the 47 states expect school systems generally will have to employ persons with substandard qualifications are special education, 11 states; trade-industrial-vocational-technical subjects, 8 states; and industrial arts, 4 states.

Assignments most frequently reported as having an oversupply of qualified applicants were social studies, 43 states; English language arts, 35 states; men teachers of physical and health education, 28 states; elementary-school teachers, 24 states; business education, 16 states; home economics, 14 states; foreign languages, 14 states; and art, 13 states.

The assignments identified in the annual national survey as having a relatively low supply of qualified teachers are also reported as being in low supply by significant numbers of large school systems. The most frequently identified assignments these 66 school systems report having an extremely low supply or a low supply of qualified applicants in late July are as follows:

Assignment	Number of large school systems having:		Number of positions not filled in late July 1971 in the large school systems
	An extremely low supply of applicants	A low supply of applicants	
Industrial arts	19	20	126
Special education	4	28	314
Mathematics	4	20	139
Trade, industrial, vocational	5	24	50
Remedial reading, speech, etc.	5	14	71
Distributive education	5	12	21

Supporting these reports of low supplies are the numbers of these 66 large school systems which reported they have had to employ persons with substandard qualifications in these assignment areas for 1971-72: 9, industrial arts; 9, special education; 7, mathematics; 7, trade-industrial-vocational-technical courses; and 5, distributive education.

Assignments most frequently reported by the large school systems as having an oversupply of qualified applicants include social studies, 57, English language arts, 53; men teachers of physical and health education, 43; elementary-school teachers, 43; foreign languages, 41; business education, 32; home economics, 30; and art, 27.

Some Outcomes of the Teacher Oversupply

Use of the improved adequacy of the supply of beginning teachers to improve the quality of staffing is reported widely. The percentage of new teachers hired for this fall who have higher qualifications than the minimum requirement for certification is reported to be higher than last year by 21 states, about the same as last year by 10 states, and lower than last year by 3 states. The remaining 16 states did not have sufficient information to offer an estimate. Thirty-seven of the 61 large school systems responding to this question reported having a higher percentage of well-qualified new teachers this year; 24 reported the percentage to be about the same as one year earlier; and none reported the percentage to be lower than one year ago.

However, lower teacher mobility is indicated by responses from the states and the large school systems. Compared with one year ago, the percentage of last year's teaching staff who were leaving to teach in another school system this year was reported to be lower this year by 29 states, about the same by 7 states, and higher this year by 1 state. The remaining 13 states did not have sufficient data for an estimate. Among the 61 large school systems responding to this question, the percentage is lower this year in 45 systems, about the same in 13 systems, and higher this year in 3 systems.

Evidence from the large school systems supports a conclusion that employment of transferring teachers this year may be at lower rates than in previous years. Among the 58 large school systems responding, 19 reported the percentage of new teachers transferring to their school system from a teaching position elsewhere last year is lower than the percentage observed one year ago, 32 reported it to be about the same, and 7 reported it to be higher this year.

Interruption of a teaching career to return for advanced studies may be at lower than normal levels this year. The percentage of last year's teaching staff who are leaving full-time teaching to enter or return to advanced studies this fall (exclusive of those on sabbatical leave) is reported to be lower than one year earlier by 14 states and about the same as one year ago by 16 states; no state reported it to be higher than one year ago. The remaining 20 states did not have sufficient data to provide an estimate of this factor. Among the 63 large school systems responding to this question 34 reported the percentage to be lower this year, 24 reported it as about the same, and 5 reported it to be higher this year.

TABLE 1.--GENERAL CONDITION OF TEACHER SUPPLY AND DEMAND AS REPORTED BY STATE DEPARTMENTS OF EDUCATION PERSONNEL, 1966-1971

General condition of teacher supply and demand	Number of states reporting condition as of fall					
	1966	1967	1968	1969	1970	1971
1	2	3	4	5	6	7
Substantial shortage of applicants	20	19	5	2	0	0
Some shortage of applicants	11	14	17	12	2	0
Shortage of applicants in some subject areas and excess in others	8	11	19	32	35	24
Sufficient applicants to fill positions	0	1	1	1	7	0
Some excess of applicants	0	0	0	2	1	11
Substantial excess of applicants	0	0	0	0	4	13
Valid appraisal not possible with present information	11	5	8	1	1	2

TABLE 1 —AVERAGE STARTING SALARIES OF CLASSROOM TEACHERS COMPARED WITH THOSE IN PRIVATE INDUSTRY, 1964-65 THROUGH 1970-71

Position or subject field	Average starting salaries						
	1964-65	1965-66	1966-67	1967-68	1968-69	1969-70	1970-71
1	2	3	4	5	6	7	8
BEGINNING TEACHERS WITH BACHELOR'S DEGREE[a]	$4,707	$4,925	$5,142	$5,519	$5,941	$6,383	$ 6,850
MALE COLLEGE GRADUATES WITH BACHELOR'S DEGREE[b]							
Engineering	7,356	7,584	8,112	8,772	9,312	9,960	10,476
Accounting	6,444	6,732	7,128	7,776	8,424	9,896	10,080
Sales-Marketing	6,072	6,276	6,744	7,044	7,620	8,088	8,580
Business Administration	5,880	6,240	6,576	7,140	7,560	8,100	8,124
Liberal Arts	5,712	6,216	6,432	6,780	7,368	7,980	8,184
Production Management	6,564	6,816	7,176	7,584	7,980	8,736	9,048
Chemistry	6,972	7,032	7,500	8,064	8,520	9,276	9,708
Physics	7,200	7,164	7,740	8,448	8,916	9,348	10,080
Mathematics-Statistics	6,636	6,672	7,260	7,944	8,412	8,952	9,468
Economics-Finance	6,276	6,600	6,732	7,416	7,800	8,304	8,880
Other fields	6,360	6,360	7,044	7,644	7,656	8,796	9,264
Total—all fields (weighted average)	6,535	6,792	7,248	7,836	8,395	8,985	9,361
WOMEN COLLEGE GRADUATES WITH BACHELOR'S DEGREE[c]							
Mathematics-Statistics	6,108	d	6,324	7,104	7,776	8,484	8,952
General Business	4,848	...	5,520	6,000	6,840	7,104	8,184
Chemistry	6,468	...	7,056	7,452	8,280	8,532	9,180
Accounting	5,664	...	6,768	6,984	7,716	8,304	8,952
Home Economics	5,112	...	5,664	6,276	6,660	7,056	7,380
Engineering-Technical Research	7,224	...	7,260	8,208	8,904	9,672	10,128
Economics-Finance	...	...	6,000	6,636	6,984	7,224	8,400
INDEX RELATIONSHIP TO STARTING SALARIES FOR TEACHERS							
BEGINNING TEACHERS WITH BACHELOR'S DEGREE[a]	100.0	100.0	100.0	100.0	100.0	100.0	100.0
MALE COLLEGE GRADUATES WITH BACHELOR'S DEGREE[b]							
Engineering	156.3	154.0	157.8	158.9	156.7	156.0	152.9
Accounting	136.9	136.7	138.6	140.9	141.8	147.2	147.2
Sales-Marketing	129.0	127.4	131.2	127.6	128.3	126.7	125.3
Business Administration	124.9	126.7	127.9	129.4	127.3	126.9	118.6
Liberal Arts	121.4	126.2	125.1	122.8	124.0	125.0	119.5
Production Management	139.5	138.4	139.6	137.4	134.3	136.9	132.1
Chemistry	148.1	142.8	145.9	146.1	143.4	145.3	141.7
Physics	153.0	145.5	150.5	153.1	150.1	146.5	147.2
Mathematics-Statistics	141.0	135.5	141.2	143.9	141.6	140.2	138.2
Economics-Finance	133.3	134.0	130.9	134.4	131.3	130.1	129.6
Other fields	135.1	129.1	137.0	138.5	128.9	137.8	135.2
Total—all fields (weighted average)	138.8	137.9	141.0	142.0	141.3	140.8	136.7
WOMEN COLLEGE GRADUATES WITH BACHELOR'S DEGREE[c]							
Mathematics-Statistics	129.8	...	123.0	128.7	130.9	132.9	130.7
General Business	103.0	...	107.4	108.7	115.1	111.3	119.5
Chemistry	137.4	...	137.2	135.0	139.4	133.7	134.0
Accounting	120.3	...	131.6	126.5	129.9	130.1	130.7
Home Economics	108.6	...	110.2	113.7	112.1	110.5	107.7
Engineering-Technical Research	153.5	...	141.2	148.7	149.9	151.5	147.9
Economics-Finance	...	...	116.7	120.2	117.6	113.2	122.6

[a] For school systems enrolling 6,000 or more pupils.

[b] From annual reports of Frank S. Endicott, Director of Placement, Northwestern University. Salaries are based on offers made to graduates by approximately 200 companies located throughout the United States. 1970-71 salaries are based on offers made in November 1970 to men who will graduate in June 1971.

[c] Computed from data presented in the Endicott reports.

[d] Not computed.

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SCHOOL BOND AND BUDGET OR TAX RATE REFERENDUMS, 1970

A taxpayers' revolt, long heralded by the news media and in widely-read periodicals, is fast becoming a reality. Nowhere is this better evidenced than in the growing number of school bond issues and tax levies being defeated at the polls. The plight of the small school district with an inadequate property base has been pointed out over the years, but only recently has attention been focused on school closings and other emergency measures forced upon the larger school systems as the result of unsuccessful appeals to the voters for approval of bond issues, increased tax levies, or school budgets.

Since no recent system-by-system data on bond and tax referendums in larger school districts have been published, the Educational Research Service included the following questions on a questionnaire distributed in January 1971 to all school systems enrolling 12,000 or more pupils:

Are school bond referendums authorized in your school district? YES ☐ NO ☐

If YES, in what type of election are they included?

- ☐ General election in November
- ☐ School board election
- ☐ Special election
- ☐ Other (please specify) ____________________

If YES, did you have a school bond referendum during the calendar year 1970?

NO ☐ YES ☐ : Approved ☐ Disapproved ☐

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Are referendums involving an increase in the school budget or tax rate authorized in your school district?

YES ☐ NO ☐

If YES, in what type of election are they included?

☐ General election in November
☐ School board election
☐ Special election
☐ Other (please specify) ______________________

If YES, did you have a referendum involving an increase in the school budget or tax rate during the calendar year 1970?

NO ☐ YES ☐ : Approved ☐ Disapproved ☐

Replies were received from 343 systems, distributed by enrollment group as follows:

Enrollment stratum	Ques. sent	Replies received
Stratum 1 -- 100,000 or more	27	20(74.1%)
Stratum 2 -- 50,000-99,999	56	45(80.4%)
Stratum 3 -- 25,000-49,999	109	66(60.6%)
Stratum 4 -- 12,000-24,999	384	212(55.2%)
	576	343(59.5%)

The following sections on School Bond Referendums and School Budget or Tax Rate Referendums summarize and discuss the data submitted by the responding school systems. The replies of the individual systems are tabulated in the table beginning on page 6.

SCHOOL BOND REFERENDUMS

The replies of 342 school systems (one system did not answer this question) to the inquiry, "Are school bond referendums authorized in your school district?" are reported in Column 2 of system-by-system table. A summary of these replies follows:

	Stratum 1	Stratum 2	Stratum 3	Stratum 4	Totals
YES	14 (70.0%)	38 (84.4%)	54 (81.8%)	168 (79.6%)	274 (80.1%)
NO	6 (30.0%)	7 (15.6%)	12 (18.2%)	43 (20.4%)	68 (19.9%)

In examining the replies of the various school systems, it should be remembered that, due to special and class legislation in some states, replies from systems within a given state may not show uniform practice. Although Alabama, Hawaii, and Indiana do not require school bond issues to be submitted to the voters for approval, most systems in Alabama must submit to a referendum the tax levy required to pay off the bond; this would account for the affirmative replies among Alabama systems. It should be remembered that a fiscally dependent school system, such as Baltimore City, does not actually issue school bonds but that in some of these cities the City Council or other agency does so for school projects; thus school bond referendums are authorized in the district.

The systems which answered "Yes" to the above question were asked to indicate whether or not a school bond referendum was held during the calendar year 1970. The following figures summarize the replies to this question, which are reported for the individual systems in Column 4 of the table beginning on page 6:

	Stratum 1	Stratum 2	Stratum 3	Stratum 4	Totals
YES (had 1970 referendum)					
Approved	3	2	9	19	33
Rejected	...	1	7	16	24
No reply	1	...	1	3	5
NO	10	34	37	124	205
NO REPLY	...	1	...	6	7
	14	38	54	168	274

As can be seen above, only 62 of the 274 systems submitted a school bond issue to the voters last year. Thirty-three (53.2 percent) of these issues received voter approval, while 24 (38.7 percent) were rejected. Five systems (8.1 percent) did not report the outcome of the bond election. Since only one system reported otherwise, it is assumed that the 61 other systems each had no more than one bond referendum during 1970. The 53.2 percent approval rate reported among the 62 systems corresponds exactly to the percentage of school bond referendums approved for the entire country during the school year 1969-70.[a] Thus it would seem that the larger school systems are experiencing a degree of success similar to that of the small school systems.

The school districts which must submit school bond issues to public referendum were queried about the types of elections in which bond issues may be placed before the voters. This inquiry was answered by 269 of the 274 where voter-approval is required (see Column 3 of the table). In 140 of the 269, the referendum may be included in only one of the three types of elections specifically listed on the questionnaire, as follows:

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[a] Barr, Richard H., and King, Irene A. Bond Sales for Public School Purposes, 1969-70. U. S. Department of Health, Education, and Welfare, Office of Education. Washington, D.C.: Government Printing Office, 1971. Table 1, p. 4.

Special election only	112 (41.7%)
General election only	18 (6.7%)
Board election only	10 (3.7%)
	140 (52.1%)

Another 99 respondents checked more than one of the above types of election, accounting for another 36.7 percent of the 269:

General, board, and special	42 (15.6%)
General and special	38 (14.1%)
Board and special	17 (6.3%)
General and board	2 (0.7%)
	99 (36.7%)

The remaining 30 systems (11.2 percent) reported a variety of practices. In some cases, primary and/or municipal elections were added to one or more of the three elections listed. In at least six districts, it appears that bond referendums may be included in any convenient election. Several respondents noted that the decision is up to the school board. One stated that bond referendums are placed on the ballot "by petition."

SCHOOL BUDGET OR TAX RATE REFERENDUMS

The replies of 342 systems (again, one system did not respond) to the question, "Are referendums involving an increase in the school budget or tax rate authorized in your school district?" are reported in Column 6 of the system-by-system table and summarized below:

	Stratum 1	Stratum 2	Stratum 3	Stratum 4	Totals
YES	7 (35.0%)	35 (77.8%)	35 (53.8%)	138 (65.1%)	215 (62.9%)
NO	13 (65.0%)	10 (22.2%)	30 (46.2%)	74 (34.9%)	127 (37.1%)

As can be seen from the table below, school budget or tax rate referendums fared about the same as school bond referendums in the responding cities--52.1 percent of the 73 systems which submitted the school budget or tax rate to the public received approval. Three systems tabulated in Stratum 4 as receiving approval on a referendum during 1970 experienced voter rejection of other referendums during the same year. A Michigan system reported two approvals and one rejection; one Oregon district had three rejections and one approval in 1970; and another Oregon school system got its school tax approved on the second attempt. More than half (57.7 percent) of the 215 responding systems in which such referendums are authorized did not even have a referendum during calendar 1970.

	Stratum 1	Stratum 2	Stratum 3	Stratum 4	Totals
YES (had 1970 referendum)					
Approved	1	3	5	29	38
Rejected	...	4	7	20	31
No reply	1	2	...	1	4
NO	5	22	20	77	124
NO REPLY	...	4	3	11	18
	7	35	35	138	215

Replies to the question regarding the types of elections in which the school budget or tax rate can be submitted to the voters were distributed similarly to the responses to the same question as applied to bond issue referendums (see Column 7 of the system-by-system table). Of the 215 systems where tax levy referendums are authorized, 211 responded to this question. The 101 where only one of the three elections listed was checked are distributed as follows:

Special election only	80 (37.9%)
Board election only	16 (7.6%)
General election only	5 (2.4%)
	101 (47.9%)

Combinations of the above types were checked by 87, or 41.2 percent of the 211 reporting on the question:

General, board, and special	37 (17.5%)
General and special	33 (15.6%)
Board and special	15 (7.1%)
General and board	2 (1.0%)
	87 (41.2%)

The 23 additional systems (10.9 percent), as in the case of the bond referendums, reported combinations of general, board, special, primary, and municipal elections. Five respondents wrote in "any election," and three indicated that the school board makes the decision.

SCHOOL BOND REFERENDUMS AND SCHOOL BUDGET OR TAX RATE REFERENDUMS, 1970
(343 local school systems)

School district	SCHOOL BOND REFERENDUMS				SCHOOL BUDGET OR TAX RATE REFERENDUMS			
	Author-ized?	Types of election	Held in 1970?	Approved?	Author-ized?	Types of election	Held in 1970?	Approved?
1	2	3	4	5	6	7	8	9
STRATUM 1--ENROLLMENT 100,000 OR MORE (20 systems)								
SAN DIEGO, CALIF.	Yes	General Board Special	No	...	Yes	General Board Special	No	...
WASHINGTON, D. C.	No	...	...	...	No	...	...	...
DADE COUNTY, FLA. (Miami)	Yes	Special	No	...	Yes	Special	Yes	No reply
DUVAL COUNTY, FLA. (Jacksonville)	Yes	At dis-cretion of board	No	...	No	...	...	...
HILLSBOROUGH COUNTY, FLA. (Tampa)	Yes	General Board Special	Yes	Yes	Yes	General Board Special	Yes	Yes
ATLANTA, GA., city schools	Yes	General Board Special	No	...	No	...	...	...
HAWAII, entire state	No	...	...	...	No	...	...	...
CHICAGO, ILL.	Yes	General	No	...	Yes	General	No	...
INDIANAPOLIS, IND.	No	...	...	...	No	...	...	...
NEW ORLEANS, LA.	Yes	Special	No	...	No	...	...	...
BALTIMORE, MD., city schools	Yes	General	Yes	Yes	No	...	...	...
BALTIMORE COUNTY, MD. (Towson)	Yes	General	Yes	No reply	No	...	...	...
PRINCE GEORGE'S COUNTY, MD. (Upper Marlboro)	No	...	...	...	No	...	...	...
DETROIT, MICH.	Yes	General Special	No	...	Yes	General Special	No	...
NEW YORK, N. Y.	No	...	...	...	No	...	...	...
COLUMBUS, OHIO	Yes	General Special Primary	No	...	Yes	General Special Primary	No	...
MEMPHIS, TENN., city schools	No	...	...	...	No	...	...	...
DALLAS, TEXAS	Yes	Special	No	...	No	...	...	...
HOUSTON, TEXAS	Yes	Special	No	...	Yes	Special	No	...
FAIRFAX COUNTY, VA. (Fairfax)	Yes	General Special	Yes	Yes	No	...	...	...
STRATUM 2--ENROLLMENT 50,000-99,999 (45 systems)								
BIRMINGHAM, ALA., city schools	Yes	Special	No	...	Yes	Special	No	...
JEFFERSON COUNTY, ALA. (Birmingham)	Yes	Special	No	...	Yes	No reply	No	...

SCHOOL REFERENDUMS (Continued)

School district	SCHOOL BOND REFERENDUMS				SCHOOL BUDGET OR TAX RATE REFERENDUMS			
	Author-ized?	Types of election	Held in 1970?	Approved?	Author-ized?	Types of election	Held in 1970?	Approved?
1	2	3	4	5	6	7	8	9
STRATUM 2 SCHOOL SYSTEMS (Continued)								
MOBILE, ALA., city and county schools	No	...	...	...	No	...	...	...
TUCSON, ARIZ.	Yes	Special	Yes	Yes	Yes	Special	No	...
FRESNO, CALIF.	Yes	Any election	No	...	Yes	Any election	No	...
GARDEN GROVE, CALIF.	Yes	General Special	No	...	Yes	General Special	No	...
OAKLAND, CALIF.	Yes	General Board Special Local Run-off	No	...	Yes	General Board Special Local Run-off	No	...
SACRAMENTO, CALIF.	Yes	General Special	Yes	No	Yes	General Special	Yes	No
SAN JUAN SCHOOL DISTRICT, CALIF. (Carmichael)	Yes	Special	No	...	Yes	General Special	No	...
DENVER, COLO.	Yes	Special	No	...	Yes	Special	No	...
JEFFERSON COUNTY, COLO. (Lakewood)	No	...	...	...	No	...	...	...
BREVARD COUNTY, FLA. (Titusville)	Yes	General Special	No	...	No	...	...	...
ORANGE COUNTY, FLA. (Orlando)	Yes	General Special	No	...	Yes	General Special	Yes	No reply
PALM BEACH COUNTY, FLA. (West Palm Beach)	Yes	General Board Special	No	...	Yes	General Board Special	Yes	No reply
POLK COUNTY, FLA. (Bartow)	Yes	Special	No	...	Yes	Special	No reply	...
WICHITA, KANS.	Yes	General Board Special	No	...	Yes	Special	No	...
JEFFERSON COUNTY, KY. (Louisville)	Yes	General Special	No	...	Yes	General Special	No	...
LOUISVILLE, KY., city schools	Yes	General Board Special	No	...	Yes	General Board Special	No	...
CADDO PARISH, LA. (Shreveport)	Yes	Special	No	...	Yes	Special	No	...
EAST BATON ROUGE PARISH, LA. (Baton Rouge)	Yes	General Board Special	No	...	Yes	Any election	No	...
JEFFERSON PARISH, LA. (Gretna)	Yes	Special	No	...	Yes	Special	No	...
ANNE ARUNDEL COUNTY, MD. (Annapolis)	No	...	...	...	No	...	...	...
MINNEAPOLIS, MINN.	Yes	Any election	No	...	Yes	Any election	No	...

SCHOOL REFERENDUMS (Continued)

School district	SCHOOL BOND REFERENDUMS				SCHOOL BUDGET OR TAX RATE REFERENDUMS			
	Author-ized?	Types of election	Held in 1970?	Approved?	Author-ized?	Types of election	Held in 1970?	Approved?
1	2	3	4	5	6	7	8	9
STRATUM 2 SCHOOL SYSTEMS (Continued)								
ST. PAUL, MINN.	Yes	Municipal	No reply	...	Yes	Municipal	No	...
KANSAS CITY, MO.	Yes	Special	No	...	Yes	Special	Yes	No
CLARK COUNTY, NEV. (Las Vegas)	Yes	Special	No	...	No	...	...	...
ALBUQUERQUE, N. MEX.	Yes	Board	Yes	Yes	No	...	...	...
BUFFALO, N. Y.	No	...	...	...	No	...	...	...
WINSTON-SALEM/FORSYTH COUNTY, N. C. (Winston-Salem)	Yes	General	No	...	Yes	Special	No	...
AKRON, OHIO	Yes	General Special	No	...	Yes	General Special	Yes	Yes
CINCINNATI, OHIO	Yes	General Special	No	...	Yes	General Special	Yes	No
DAYTON, OHIO	Yes	General Special Primary	No	...	Yes	General Special Primary	Yes	No
TOLEDO, OHIO	Yes	General Special	No	...	Yes	General Special	No	...
OKLAHOMA CITY, OKLA.	Yes	Special	No	...	No	...	...	...
TULSA, OKLA.	Yes	Board Special	No	...	Yes	Board Special	Yes	Yes
PORTLAND, OREG.	Yes	General Primary	No	...	Yes	General Special Primary	No	...
CHARLESTON COUNTY, S. C. (Charleston)	No	...	...	...	No	...	...	...
GREENVILLE COUNTY, S. C. (Greenville)	Yes	General	No	...	Yes	General Special	No	...
METROPOLITAN SCHOOL DISTRICT, NASHVILLE, TENN.	No	...	...	...	Yes	Special	No reply	...
AUSTIN, TEXAS	Yes	Special	No	...	Yes	Special	No	...
EL PASO, TEXAS	Yes	Special	No	...	Yes	Special	No	...
FT. WORTH, TEXAS	Yes	Special	No	...	Yes	Special	Yes	Yes
SAN ANTONIO, TEXAS	Yes	Special	No	...	Yes	Special	No reply	...
NORFOLK, VA.	No	...	...	...	No	...	...	...
KANAWHA COUNTY, W. VA. (Charleston)	Yes	General Special Primary	No	...	Yes	General Special Primary	No reply	...

SCHOOL REFERENDUMS (Continued)

School district	SCHOOL BOND REFERENDUMS				SCHOOL BUDGET OR TAX RATE REFERENDUMS			
	Author-ized?	Types of election	Held in 1970?	Approved?	Author-ized?	Types of election	Held in 1970?	Approved?
1	2	3	4	5	6	7	8	9
STRATUM 3--ENROLLMENT 25,000-49,999 (66 systems)								
HUNTSVILLE, ALA., city schools	Yes	Special	No	...	Yes	Special	No	...
ANCHORAGE, ALASKA	Yes	Board Special	No	...	No	...	...	...
PHOENIX, ARIZ.--Union High School District	Yes	General Board Special	No	...	Yes	General Board Special	Yes	Yes
SCOTTSDALE SCHOOL DISTRICT, ARIZ. (Phoenix)	Yes	Special	No	...	Yes	Special	No	...
PULASKI COUNTY, ARK. (Little Rock)	Yes	Board	Yes	Yes	Yes	Board	No	...
ANAHEIM, CALIF. (Union High School District)	Yes	General Board Special	Yes	Yes	Yes	General Board Special	No reply	...
COMPTON, CALIF.	Yes	Special	No	...	Yes	Special	No	...
GLENDALE, CALIF.	Yes	General	No	...	Yes	General	No	...
HACIENDA-LA PUENTE SCHOOL DISTRICT, CALIF. (La Puente)	Yes	General Board Special	No	...	Yes	General Board Special	No	...
MONTEBELLO, CALIF.	Yes	General Board Special	No	...	Yes	General Board Special	Yes	No
MT. DIABLO SCHOOL DISTRICT, CALIF. (Concord)	Yes	General Board Special	No	...	Yes	General Board Special	No	...
NEWPORT-MESA SCHOOL DISTRICT, CALIF. (Newport Beach)	Yes	General Special	Yes	Yes	Yes	General Special	Yes	Yes
NORWALK-LA MIRADA SCHOOL DISTRICT, CALIF. (Norwalk)	Yes	General Board Special	No	...	Yes	General Board Special	No	...
SANTA ANA, CALIF.	Yes	General Board	Yes	No	Yes	General Special	Yes	No
STOCKTON, CALIF.	Yes	General Board Special	No	...	Yes	General Board Special	Yes	No
TORRANCE, CALIF.	Yes	General Board Special	No	...	Yes	General Board Special	No	...
COLORADO SPRINGS, COLO.	Yes	Special	Yes	Yes	Yes	Special	No	...
HARTFORD, CONN.	Yes	General	Yes	Yes	No	...	...	...
ESCAMBIA COUNTY, FLA. (Pensacola)	Yes	General Board	No	...	Yes	General Board	No	...
VOLUSIA COUNTY, FLA. (DeLand)	Yes	General Special	No	...	Yes	General Special	Yes	No
BIBB COUNTY, GA. (Macon)	Yes	General Special	No	...	No	...	...	...
COBB COUNTY, GA. (Marietta)	Yes	Special	No	...	Yes	Special	No reply	...

SCHOOL REFERENDUMS (Continued)

School district	SCHOOL BOND REFERENDUMS				SCHOOL BUDGET OR TAX RATE REFERENDUMS			
	Authorized?	Types of election	Held in 1970?	Approved?	Authorized?	Types of election	Held in 1970?	Approved?
1	2	3	4	5	6	7	8	9
STRATUM 3 SCHOOL SYSTEMS (Continued)								
SAVANNAH-CHATHAM COUNTY, GA. (Savannah)	Yes	Special	No	...	Yes	Special	No	...
PEORIA, ILL.	Yes	At discretion of board	Yes	No	Yes	At discretion of board	Yes	No
FORT WAYNE, IND.	No	...	...	...	No	...	...	...
GARY, IND.	No	...	...	...	No	...	...	...
SOUTH BEND, IND.	No	...	...	...	No	...	...	...
DES MOINES, IOWA	Yes	Special	No	...	No	...	...	...
KANSAS CITY, KANS.	Yes	General Board Special	Yes	No reply	Yes	General Board	No	...
SHAWNEE MISSION, KANS.	Yes	No reply	No	...	No	...	...	...
FAYETTE COUNTY, KY. (Lexington)	Yes	General	No	...	Yes	No reply	No	...
HARFORD COUNTY, MD. (Bel Air)	No	...	...	...	No	...	...	...
WORCESTER, MASS.	No	...	...	...	No	...	...	...
FLINT, MICH.	No	...	...	...	Yes	Board Special	No	...
LANSING, MICH.	Yes	General Board Special	No	...	Yes	General Board Special	Yes	No
LIVONIA, MICH.	Yes	Special	Yes	No	Yes	Special	No	...
WARREN, MICH.	Yes	Special	No	...	Yes	Special	No reply	...
ANOKA-HENNEPIN SCHOOL DISTRICT, MINN. (Anoka)	Yes	Special	No	...	No	...	...	...
ROBBINSDALE, MINN.	Yes	General Special	No	...	No	...	...	...
JACKSON, MISS., city schools	Yes	Special	Yes	No	No	...	...	...
LINCOLN, NEBR.	Yes	General Special	No	...	No	...	...	...
WASHOE COUNTY, NEV. (Reno)	Yes	General Special Primary	No	...	No	...	...	...
JERSEY CITY, N. J.	No	...	...	...	No	...	...	...
SYRACUSE, N. Y.	No	...	...	...	No	...	...	...
YONKERS, N. Y.	No	...	...	...	No	...	...	...
CUMBERLAND COUNTY, N. C. (Fayetteville)	Yes	Special	No	...	No	...	...	...

SCHOOL REFERENDUMS (Continued)

School district	SCHOOL BOND REFERENDUMS				SCHOOL BUDGET OR TAX RATE REFERENDUMS			
	Authorized?	Types of election	Held in 1970?	Approved?	Authorized?	Types of election	Held in 1970?	Approved?
1	2	3	4	5	6	7	8	9
STRATUM 3 SCHOOL SYSTEMS (Continued)								
GASTON COUNTY, N. C. (Gastonia)	Yes	Special	No	...	Yes	Special	No	...
GREENSBORO, N. C., city schools	Yes	General Special	No	...	Yes	General Special	No	...
WAKE COUNTY, N. C. (Raleigh)	Yes	Special	Yes	No	Yes	Special	No	...
PARMA, OHIO	Yes	General Special	No	...	Yes	General Special	Yes	No
PROVIDENCE, R. I.	Yes	General	No	...	No	...	...	...
CHATTANOOGA, TENN., city schools	Yes	General Special Primary Municipal	No	...	No	...	...	...
SHELBY COUNTY, TENN. (Memphis)	No	...	...	...	No	...	...	...
SPRING BRANCH SCHOOL DISTRICT, TEXAS (Houston)	Yes	Special	No	...	No reply	...	No reply	...
DAVIS COUNTY, UTAH (Farmington)	Yes	Special	No	...	No	...	...	...
ARLINGTON COUNTY, VA. (Arlington)	Yes	General Special	No	...	No	...	...	...
CHESTERFIELD COUNTY, VA. (Chesterfield)	Yes	General Special	Yes	Yes	No	...	...	...
PORTSMOUTH, VA.	No	...	...	...	No	...	...	...
RICHMOND, VA.	No	...	...	...	No	...	...	...
VIRGINIA BEACH, VA.	Yes	Special	Yes	No	No	...	...	...
EDMONDS SCHOOL DISTRICT, WASH. (Lynnwood)	Yes	Special	Yes	Yes	Yes	Special	Yes	Yes
HIGHLINE SCHOOL DISTRICT, WASH. (Seattle)	Yes	General Board Special	Yes	Yes	Yes	General Board Special	No	...
SPOKANE, WASH.	Yes	Any election	No	...	Yes	Any election	Yes	Yes
TACOMA, WASH.	Yes	General Board Special	Yes	Yes	Yes	General Board Special	Yes	Yes
MADISON, WIS.	Yes	General	No	...	No	...	...	...
RACINE, WIS.	Yes	General Special	Yes	No	No	...	...	...

SCHOOL REFERENDUMS (Continued)

School district	SCHOOL BOND REFERENDUMS				SCHOOL BUDGET OR TAX RATE REFERENDUMS			
	Authorized?	Types of election	Held in 1970?	Approved?	Authorized?	Types of election	Held in 1970?	Approved?
1	2	3	4	5	6	7	8	9
STRATUM 4--ENROLLMENT 12,000-24,999 (212 systems)								
CALHOUN COUNTY, ALA. (Anniston)	Yes	At will of school board and county commission	No	...	Yes	At will of school board and county commission	No reply	...
GADSDEN, ALA.	Yes	General Special	No	...	Yes	Special	No	...
MESA, ARIZ.	Yes	Special	No	...	Yes	Special	No	...
WASHINGTON ELEMENTARY SCHOOL DISTRICT, ARIZ. (Phoenix)	Yes	Special	Yes	Yes	Yes	Special	No	...
NORTH LITTLE ROCK, ARK.	Yes	Board	No	...	Yes	Board	No reply	...
ABC SCHOOL DISTRICT, CALIF. (Artesia)	Yes	Board Special	No	...	Yes	Special	No	...
ALAMEDA, CALIF.	Yes	General Special	No	...	Yes	General Special Primary	No	...
ALHAMBRA, CALIF.	Yes	General Special Municipal	No	...	Yes	Special Municipal	No	...
ALUM ROCK ELEMENTARY SCHOOL DISTRICT, CALIF. (San Jose)	Yes	No reply	No	...	Yes	Special	No	...
AZUSA, CALIF.	Yes	General Board Special	No	...	Yes	General Board Special	No	...
BAKERSFIELD, CALIF.--Elementary School District	Yes	General Board Special	No	...	Yes	General Board Special	No	...
BALDWIN PARK, CALIF.	Yes	General Board Special	No	...	Yes	General Board Special	No	...
BELLFLOWER, CALIF.	Yes	Special	No	...	Yes	Special	No	...
BERKELEY, CALIF.	Yes	General Special	No	...	Yes	General Special	No	...
BURBANK, CALIF.	No	...	...	...	No	...	...	...
CAJON VALLEY ELEMENTARY SCHOOL DISTRICT, CALIF. (El Cajon)	Yes	Board Special	No	...	Yes	Board Special	No	...
CHULA VISTA, CALIF.	Yes	Special	No	...	Yes	Special	No	...
CUPERTINO, CALIF.--Elementary School District	Yes	Special	No	...	Yes	Special	No	...
DOWNEY, CALIF.	Yes	General Board Special	No	...	Yes	General Board Special	No	...

SCHOOL REFERENDUMS (Continued)

School district	SCHOOL BOND REFERENDUMS				SCHOOL BUDGET OR TAX RATE REFERENDUMS			
	Author-ized?	Types of election	Held in 1970?	Approved?	Author-ized?	Types of election	Held in 1970?	Approved?
1	2	3	4	5	6	7	8	9
STRATUM 4 SCHOOL SYSTEMS (Continued)								
FAIRFIELD-SUISUN SCHOOL DISTRICT, CALIF. (Fairfield)	Yes	Special	No	...	Yes	Special	Yes	No
FONTANA, CALIF.	Yes	Special	No	...	Yes	Special	No	...
FREMONT UNION HIGH SCHOOL DISTRICT, CALIF. (Sunnyvale)	Yes	Special	No	...	Yes	Special	No	...
GROSSMONT, CALIF.--Union High School District	Yes	General Special	No	...	Yes	General Special	No	...
HUNTINGTON BEACH, CALIF.--Union High School District	Yes	General Board Special	No	...	Yes	General Board Special	Yes	No
INGLEWOOD, CALIF.	Yes	General Special Primary	No	...	Yes	General Special Primary	No	...
LA MESA-SPRING VALLEY ELEMENTARY SCHOOL DISTRICT, CALIF. (La Mesa)	Yes	Special	No	...	Yes	Special	No	...
LODI, CALIF.	Yes	General Board Special	Yes	No	Yes	General Board Special	Yes	No
LOWELL ELEMENTARY SCHOOL DISTRICT, CALIF. (Whittier)	No	...	...	...	No	...	...	...
MODESTO, CALIF.	Yes	General Special Municipal	No	...	Yes	General Special Municipal	No reply	...
NAPA VALLEY SCHOOL DISTRICT, CALIF. (Yountville)	Yes	Special (usually)	No	...	Yes	Special (usually)	Yes	No
OXNARD, CALIF.--Union High School District	Yes	General Board Special	No	...	Yes	General Board Special	No	...
PALO ALTO, CALIF.	Yes	Special	No	...	Yes	Special	No	...
POMONA, CALIF.	Yes	General Board Special	Yes	No	Yes	General Board Special	Yes	No
REDLANDS, CALIF.	Yes	Special	No	...	Yes	Special	No	...
RIALTO, CALIF.	Yes	Special	Yes	Yes	Yes	Special	No	...
ROWLAND SCHOOL DISTRICT, CALIF. (Rowland Heights)	Yes	Special	No	...	No	...	...	...
SAN LORENZO, CALIF.	Yes	General Special Board	No	...	Yes	General Special Board	No	...
SAN MATEO, CALIF.--Elementary School District	Yes	At discretion of board	No	...	Yes	At discretion of board	No	...

SCHOOL REFERENDUMS (Continued)

School district	SCHOOL BOND REFERENDUMS				SCHOOL BUDGET OR TAX RATE REFERENDUMS			
	Authorized?	Types of election	Held in 1970?	Approved?	Authorized?	Types of election	Held in 1970?	Approved?
1	2	3	4	5	6	7	8	9
STRATUM 4 SCHOOL SYSTEMS (Continued)								
SANTA BARBARA, CALIF.	No	...	...	...	Yes	Special	No	...
SANTA CLARA, CALIF.	Yes	General Board Special	Yes	No	Yes	General Board Special	No	...
SANTA MONICA, CALIF.	No	...	...	...	No	...	...	...
SANTA ROSA, CALIF.	Yes	Special	Yes	No	Yes	Special	Yes	No
SEQUOIA UNION HIGH SCHOOL DISTRICT, CALIF. (Redwood City)	Yes	General Board Special	No	...	Yes	General Board Special	No reply	...
VALLEJO, CALIF.	Yes	General Special	Yes	No	Yes	General Special	No	...
VENTURA, CALIF.	No	...	...	...	Yes	Board	No reply	...
VISALIA, CALIF.	Yes	General Board Special	No	...	Yes	General Board Special	No	...
WEST COVINA, CALIF.	Yes	General Board Special	No	...	Yes	General Board Special	Yes	No
WESTMINSTER, CALIF.--Elementary School District	Yes	General Board Special	No	...	Yes	General Board Special	No	...
WHITTIER, CALIF.--Union High School District	Yes	General Board Special	No	...	Yes	General Board Special	No	...
BOULDER VALLEY SCHOOL DISTRICT, COLO. (Boulder)	Yes	Special	No	...	Yes	Special	No	...
EASTLAKE SCHOOL DISTRICT, COLO. (Denver)	Yes	Special	Yes	Yes	Yes	Special	No	...
LITTLETON, COLO.	Yes	Special	No reply	...	Yes	Special	Yes	No
POUDRE SCHOOL DISTRICT, COLO. (Ft. Collins)	Yes	Special	No	...	Yes	Special	No	...
EAST HARTFORD, CONN.	Yes	General	Yes	Yes	No	...	...	...
ENFIELD SCHOOL DISTRICT, CONN. (Thompsonville)	Yes	Special	No	...	No	...	...	...
MILFORD, CONN.	No	...	...	...	No	...	...	...
NEW BRITAIN, CONN.	No	...	...	...	No	...	...	...
NEW HAVEN, CONN.	No	...	...	...	No	...	...	...
NORWALK, CONN.	No	...	...	...	No	...	...	...
WEST HARTFORD, CONN.	No	...	...	...	Yes	General Special	No	...
WILMINGTON, DEL.	No	...	...	...	No	...	...	...

SCHOOL REFERENDUMS (Continued)

School district	SCHOOL BOND REFERENDUMS				SCHOOL BUDGET OR TAX RATE REFERENDUMS			
	Author-ized?	Types of election	Held in 1970?	Approved?	Author-ized?	Types of election	Held in 1970?	Approved?
1	2	3	4	5	6	7	8	9
STRATUM 4 SCHOOL SYSTEMS (Continued)								
ALACHUA COUNTY, FLA. (Gainesville)	Yes	General Board Special Primary	No	...	Yes	General Special	No	...
LEE COUNTY, FLA. (Ft. Myers)	Yes	General	No	...	Yes	General	No	...
MANATEE COUNTY, FLA. (Bradenton)	Yes	General	No	...	No	...	...	...
MARION COUNTY, FLA. (Ocala)	Yes	Special	No	...	Yes	General	No	...
SARASOTA COUNTY, FLA. (Sarasota)	Yes	Special	No	...	Yes	Special	No	...
CLAYTON COUNTY, GA. (Jonesboro)	Yes	Special	No	...	Yes	Special	No	...
DOUGHERTY COUNTY, GA. (Albany)	Yes	Board	No	...	No	...	...	...
GLYNN COUNTY, GA. (Brunswick)	Yes	Special	No	...	No	...	...	...
BOISE, IDAHO	Yes	No reply	No reply	...	No	...	...	...
ALTON, ILL.	Yes	Special	Yes	No	Yes	Special	No	...
DECATUR, ILL.	Yes	Special	No	...	Yes	Special	No	...
GRANITE CITY, ILL.	Yes	Board Special	No	...	Yes	Board Special	No	...
HARLEM SCHOOL DISTRICT, ILL. (Rockford)	Yes	Special	Yes	No	Yes	Board Special	No	...
BARTHOLOMEW SCHOOL CORPORATION, IND. (Columbus)	No	...	...	...	No	...	...	...
EAST ALLEN COUNTY, IND. (New Haven)	No	...	...	...	No	...	...	...
KOKOMO-CENTER TOWNSHIP SCHOOL CORPORATION, IND. (Kokomo)	No	...	...	...	No	...	...	...
VIGO COUNTY, IND. (Terre Haute)	No	...	...	...	No	...	...	...
CEDAR RAPIDS, IOWA	Yes	Board Special	Yes	No	No	...	...	...
COUNCIL BLUFFS, IOWA	Yes	Special	No	...	No	...	...	...
SIOUX CITY, IOWA	Yes	Board Special	No	...	No	...	...	...
BOSSIER PARISH, LA. (Benton)	Yes	Special	No	...	Yes	Special	No	...
OUACHITA PARISH, LA. (Monroe)	Yes	Special	No	...	Yes	Special	No reply	...

SCHOOL REFERENDUMS (Continued)

School district	SCHOOL BOND REFERENDUMS				SCHOOL BUDGET OR TAX RATE REFERENDUMS			
	Authorized?	Types of election	Held in 1970?	Approved?	Authorized?	Types of election	Held in 1970?	Approved?
1	2	3	4	5	6	7	8	9
STRATUM 4 SCHOOL SYSTEMS (Continued)								
ST. BERNARD PARISH, LA. (Chalmette)	Yes	General Board Special	Yes	No	Yes	General Special	No	...
ST. LANDRY PARISH, LA. (Opelousas)	Yes	Board	No	...	No	...	...	...
TERREBONNE PARISH, LA. (Houma)	Yes	Special	No	...	Yes	Special	Yes	No
PORTLAND, MAINE	No	...	...	...	No	...	...	...
ALLEGANY COUNTY, MD. (Cumberland)	No	...	...	...	No	...	...	...
FREDERICK COUNTY, MD. (Frederick)	No	...	...	...	No	...	...	...
WASHINGTON COUNTY, MD. (Hagerstown)	No	...	...	...	No	...	...	...
CHICOPEE, MASS.	No	...	...	...	No	...	...	...
FALL RIVER, MASS.	No	...	...	...	No	...	...	...
LOWELL, MASS.	No	...	...	...	No	...	...	...
LYNN, MASS.	No	...	...	...	No	...	...	...
PITTSFIELD, MASS.	No	...	...	...	No	...	...	...
QUINCY, MASS.	No	...	...	...	No	...	...	...
SOMERVILLE, MASS.	No	...	...	...	No	...	...	...
ANN ARBOR, MICH.	Yes	General Board Special	Yes	No	Yes	General Board Special	Yes	No
BAY CITY, MICH.	Yes	General Board Special	No	...	Yes	General Board Special	Yes	No
DEARBORN, MICH.	Yes	Board Special	Yes	Yes	Yes	Board Special	Yes	Yes
FARMINGTON, MICH.	Yes	Board Special	No	...	Yes	Board Special	No	...
GARDEN CITY, MICH.	Yes	General Board Special	No	...	Yes	General Board Special	No	...
GROSSE POINTE, MICH.	Yes	Special	Yes	Yes	Yes	Special	Yes	Yes - 2 No - 1
JACKSON, MICH.	Yes	Special	No	...	Yes	Special	Yes	Yes
PONTIAC, MICH.	No	...	...	...	Yes	Special	No	...
ROYAL OAK, MICH.	Yes	Board Special	Yes	No	Yes	Board Special	Yes	Yes
SOUTHFIELD, MICH.	Yes	Board Special	No	...	Yes	Board Special	No	...

SCHOOL REFERENDUMS (Continued)

School district	SCHOOL BOND REFERENDUMS				SCHOOL BUDGET OR TAX RATE REFERENDUMS			
	Author-ized?	Types of election	Held in 1970?	Approved?	Author-ized?	Types of election	Held in 1970?	Approved?
1	2	3	4	5	6	7	8	9
STRATUM 4 SCHOOL SYSTEMS (Continued)								
WATERFORD TOWNSHIP SCHOOL DISTRICT, MICH. (Pontiac)	Yes	Special	No	...	Yes	Special	Yes	No reply
WAYNE, MICH.	Yes	Board Special	No	...	Yes	Board Special	No	...
DULUTH, MINN.	Yes	General Board Special	No	...	Yes	General Board Special	Yes	Yes
ROCHESTER, MINN.	Yes	Special	No	...	No	...	...	...
FERGUSON-FLORISSANT SCHOOL DISTRICT, MO. (Ferguson)	Yes	Special	Yes	Yes	Yes	Special	No reply	...
INDEPENDENCE, MO.	Yes	Special	Yes	Yes	Yes	Special	Yes	Yes
NORTH KANSAS CITY SCHOOL DISTRICT, MO. (Kansas City)	Yes	Special	Yes	Yes	Yes	Board (usually)	Yes	Yes
PARKWAY SCHOOL DISTRICT, MO. (Chesterfield)	Yes	Board Special	Yes	Yes	Yes	Board Special	No	...
RAYTOWN, MO.	Yes	At discretion of board	No	...	Yes	At discretion of board	No	...
RITENOUR SCHOOL DISTRICT, MO. (Overland)	Yes	Special	No	...	Yes	Board	Yes	Yes
ST. JOSEPH, MO.	Yes	General Special	No	...	Yes	General Special	No	...
BILLINGS, MONT.	Yes	Board Special	No reply	...	Yes	Board Special	No reply	...
GREAT FALLS, MONT.	Yes	Board Special	Yes	No reply	Yes	Board Special	No reply	...
CAMDEN, N. J.	Yes	Special	No	...	Yes	Special	Yes	Yes
CHERRY HILL TOWNSHIP, N. J. (Cherry Hill)	Yes	Special	No	...	Yes	Board	Yes	No
EDISON TOWNSHIP, N. J. (Fords)	No	...	...	...	No	...	...	...
ELIZABETH, N. J.	No	...	...	...	No	...	...	...
MADISON TOWNSHIP SCHOOL DISTRICT, N. J. (Old Bridge)	Yes	Special	No	...	Yes	Special	Yes	No
TRENTON, N. J.	No	...	...	...	No	...	...	...
WAYNE TOWNSHIP, N. J. (Wayne)	Yes	Special	No	...	Yes	Board	Yes	No
WOODBRIDGE TOWNSHIP, N. J. (Woodbridge)	Yes	Special	No	...	Yes	Special	No	...

SCHOOL REFERENDUMS (Continued)

School district	SCHOOL BOND REFERENDUMS				SCHOOL BUDGET OR TAX RATE REFERENDUMS			
	Author-ized?	Types of election	Held in 1970?	Approved?	Author-ized?	Types of election	Held in 1970?	Approved?
1	2	3	4	5	6	7	8	9
STRATUM 4 SCHOOL SYSTEMS (Continued)								
GALLUP-MC KINLEY COUNTY SCHOOL DISTRICT, N. MEX. (Gallup)	No reply	...	...	...	No	...	...	...
LAS CRUCES, N. MEX.	No	...	...	...	No	...	...	...
BINGHAMTON, N. Y.	No	...	...	...	Yes	Special	No	...
BRENTWOOD, N. Y.	Yes	Special	Yes	No	Yes	Special	Yes	Yes
COMMACK, N. Y.	Yes	Special	Yes	Yes	Yes	Board	Yes	Yes
EAST MEADOW, N. Y.	Yes	Board	No	...	Yes	Board	Yes	Yes
FARMINGDALE, N. Y.	Yes	Board Special	No	...	Yes	Special	No	...
GREECE CENTRAL SCHOOL DISTRICT, N. Y. (Rochester)	Yes	Special	No	...	Yes	Special	Yes	Yes
KENMORE, N. Y.	Yes	Special	No	...	Yes	No reply	Yes	Yes
NEW ROCHELLE, N. Y.	Yes	Board	No	...	No	...	...	...
NEWBURGH, N. Y.	Yes	Special	No	...	No	...	...	...
NORTH SYRACUSE, N. Y.	Yes	Board Special	Yes	Yes	Yes	Board	No	...
SMITHTOWN CENTRAL SCHOOL DISTRICT, N. Y. (St. James)	Yes	Special	No	...	Yes	Board	Yes	Yes
SPRING VALLEY, N. Y.	Yes	Board Special Annual meeting	Yes	Yes	Yes	No reply	Yes	Yes
ALAMANCE COUNTY, N. C. (Graham)	Yes	General	No	...	No	...	...	...
DURHAM, N. C., city schools	Yes	General Special Primary	No	...	Yes	General Special Primary	No reply	...
HIGH POINT, N. C.	Yes	Decided at time	No	...	Yes	Decided at time	No	...
NEW HANOVER COUNTY, N. C. (Wilmington)	Yes	Any election	No	...	Yes	Any election	No	...
ONSLOW COUNTY, N. C. (Jacksonville)	Yes	Special	No reply	...	No	...	...	...
RALEIGH, N. C., city schools	Yes	Special	Yes	No reply	No	...	...	...
WAYNE COUNTY, N. C. (Goldsboro)	No	...	...	...	No	...	...	...
BEREA, OHIO	Yes	General Special	No	...	Yes	General Special	Yes	No

SCHOOL REFERENDUMS (Continued)

School district	SCHOOL BOND REFERENDUMS				SCHOOL BUDGET OR TAX RATE REFERENDUMS			
	Authorized?	Types of election	Held in 1970?	Approved?	Authorized?	Types of election	Held in 1970?	Approved?
1	2	3	4	5	6	7	8	9
STRATUM 4 SCHOOL SYSTEMS (Continued)								
CANTON, OHIO	Yes	General Special Primary	No	...	Yes	General Special Primary	Yes	Yes
CLEVELAND HEIGHTS-UNIVERSITY HEIGHTS SCHOOL DISTRICT, OHIO (Cleveland)	Yes	General Special	Yes	No	Yes	General Special	Yes	No
CUYAHOGA FALLS, OHIO	Yes	General Special	No	...	Yes	General Special	No	...
ELYRIA, OHIO	Yes	General Special	No	...	Yes	General Special	Yes	No
HAMILTON, OHIO	Yes	General Special	No	...	Yes	General Special	No	...
SPRINGFIELD, OHIO	Yes	General Special	No	...	Yes	General Special	No	...
WARREN, OHIO	Yes	General Special	No	...	Yes	General Special	No	...
WILLOUGHBY-EASTLAKE SCHOOL DISTRICT, OHIO (Willoughby)	Yes	General Special	Yes	Yes	Yes	General Special	Yes	Yes
LAWTON, OKLA.	Yes	Special	No	...	Yes	Board	Yes	Yes
MIDWEST CITY, OKLA.	Yes	Board	Yes	No reply	No	...	...	...
PUTNAM CITY SCHOOL DISTRICT, OKLA. (Oklahoma City)	Yes	Board	No	...	Yes	Board	No	...
BEAVERTON, OREG.	Yes	Special	No	...	Yes	Board	Yes	Yes - 1 No - 3
EUGENE, OREG.	Yes	Special	No	...	Yes	Board Special	Yes	Yes - on 2nd attempt
SALEN, OREG.	Yes	Special	No	...	Yes	Board Special	Yes	Yes
ABINGTON, PA.	Yes	At discretion of board	No	...	No	...	...	...
ALLENTOWN, PA.	No	...	...	...	No	...	...	...
ARMSTRONG SCHOOL DISTRICT, PA. (Ford City)	Yes	General Special Primary	No	...	No	...	...	...
BETHLEHEM, PA.	Yes	General	No	...	No	...	...	...
BRISTOL TOWNSHIP, PA. (Bristol)	No	...	...	...	No	...	...	...
READING, PA.	Yes	General Primary	No	...	No	...	...	...

SCHOOL REFERENDUMS (Continued)

School district	SCHOOL BOND REFERENDUMS				SCHOOL BUDGET OR TAX RATE REFERENDUMS			
	Authorized?	Types of election	Held in 1970?	Approved?	Authorized?	Types of election	Held in 1970?	Approved?
1	2	3	4	5	6	7	8	9
STRATUM 4 SCHOOL SYSTEMS (Continued)								
WARWICK CITY SCHOOL DISTRICT, R. I. (Conimicut)	Yes	General Special	Yes	Yes	Yes	General Special	Yes	Yes
ANDERSON, S. C.	Yes	No reply	No	...	Yes	Special	No	...
DARLINGTON COUNTY, S. C. (Darlington)	No	...	...	...	No	...	...	...
FLORENCE, S. C.	No	...	...	...	Yes	Board	Yes	No
SPARTANBURG, S. C.	No	...	...	...	No	...	...	...
RAPID CITY, S. DAK.	Yes	No reply	No	...	Yes	Special	No	...
SIOUX FALLS, S. DAK.	Yes	Special	No	...	No	...	...	...
KNOX COUNTY, TENN.	No	...	...	...	No	...	...	...
ABILENE, TEXAS	Yes	Special	No	...	Yes	Special	No	...
ARLINGTON, TEXAS	No	...	...	...	No	...	...	...
BIRDVILLE SCHOOL DISTRICT, TEXAS (Ft. Worth)	Yes	Special	Yes	Yes - on 2nd attempt	No	...	...	...
ECTOR COUNTY SCHOOL DISTRICT, TEXAS (Odessa)	Yes	Special	No	...	No	...	...	...
GALVESTON, TEXAS	Yes	Special	No	...	Yes	Special	No	...
GARLAND, TEXAS	Yes	Special	No reply	...	No	...	...	...
HARLANDALE SCHOOL DISTRICT, TEXAS (San Antonio)	Yes	Special	No	...	No	...	...	...
IRVING, TEXAS	Yes	Special	No	...	Yes	Special	No	...
MESQUITE, TEXAS	Yes	Special	No	...	No	...	...	...
MIDLAND, TEXAS	Yes	Special	No	...	No	...	...	...
WICHITA FALLS, TEXAS	No	...	...	...	No	...	...	...
ALPINE SCHOOL DISTRICT, UTAH (American Fork)	Yes	General Board Special	No	...	Yes	General Board Special	No	...
OGDEN, UTAH, city schools	Yes	General	No	...	No	...	...	...
CHESAPEAKE, VA.	Yes	Special	Yes	Yes	No	...	...	...
ROANOKE, VA., city schools	Yes	Special	No	...	No	...	...	...
ROANOKE COUNTY, VA. (Salem)	Yes	Special	No	...	Yes	Special	No	...
BELLEVUE, WASH.	Yes	General	No	...	Yes	Special	No	...
CLOVER PARK SCHOOL DISTRICT, WASH (Tacoma)	Yes	General Board Special	No	...	Yes	General Board Special	No reply	...

SCHOOL REFERENDUMS (Continued)

School district	SCHOOL BOND REFERENDUMS				SCHOOL BUDGET OR TAX RATE REFERENDUMS			
	Author-ized?	Types of election	Held in 1970?	Approved?	Author-ized?	Types of election	Held in 1970?	Approved?
1	2	3	4	5	6	7	8	9
STRATUM 4 SCHOOL SYSTEMS (Continued)								
FEDERAL WAY, WASH.	Yes	General (usually)	Yes	Yes	Yes	General (usually)	Yes	Yes
KENT, WASH.	Yes	General Special	Yes	No	Yes	Special	Yes	Yes
LAKE WASHINGTON SCHOOL DISTRICT, WASH. (Kirkland)	Yes	Special	Yes	No	Yes	Special	Yes	Yes
RENTON, WASH.	Yes	Special	Yes	Yes	Yes	General Special	Yes	Yes
VANCOUVER, WASH.	Yes	General Special	No	...	Yes	General Special	Yes	Yes
CABELL COUNTY, W. VA. (Huntington)	Yes	General Special	No	...	Yes	General Special	Yes	Yes
MARION COUNTY, W. VA. (Fairmont)	Yes	Board	No	...	Yes	Board	No	...
RALEIGH COUNTY, W. VA. (Beckley)	Yes	Special	No reply	...	No	...	...	...
WOOD COUNTY, W. VA. (Parkersburg)	Yes	General Board Special Primary	No	...	Yes	General Board Special Primary	No	..
APPLETON, WIS.	No	...	...	...	No	...	...	...
GREEN BAY, WIS.	Yes	By petition	No	...	No	...	...	...
KENOSHA, WIS.	Yes	General Board Special	Yes	No	No	...	...	...
WAUKESHA, WIS.	Yes	Special	No	...	No	...	...	...
WEST ALLIS, WIS.	No	...	...	...	No	...	...	...
CASPER-MIDWEST SCHOOL DISTRICT, WYO. (Casper)	Yes	Special	No	...	Yes	Special	Yes	No
CHEYENNE, WYO.	Yes	Special	No	...	Yes	Special	Yes	No

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FROM GLEN ROBINSON

PART I. SUMMARY OF REPORTS ON FINANCIALLY INDUCED CUT-BACKS IN STAFF, PROGRAMS AND SERVICES
(As of weeks of September 13 and 20)

*Crisis Conditions

			REDUCTION OF STAFF						
Location	Enrollment	Teachers	Regular teachers	Substi-tute	Special-ized	Professional staff	Teaching materials	Teacher aides	Other
1	2	3	4	5	6	7	8	9	10
Birmingham, Ala.									
* Jefferson Co., Ala.			100		10	2	50%	120	
* Mobile, Ala.			143		200		x	x	
* Anchorage, Alaska	33,000				70%	28 Coun. 11 Nurses	90%	80%	
* Carmichael, Calif.	54,000	2,300	91				$96,229		
* Fresno, Calif.						x	x	Eliminated	Capital outlay, maintenance, operation & supplies
* Garden Grove, Calif.	52,000	1,900					x		Library Aides $40,000
* Los Angeles, Calif.			1,000			x			
* Oakland, Calif.			60			5	x		Maintenance
Sacramento, Calif.									
* San Diego, Calif.	130,335						x		
Jefferson Co., Colo.									
* Hartford, Conn.	28,000	1,800	x		x	x	x		Maintenance
Wilmington, Dela.		742		50%	5		x		
* Washington, D. C.			533		118			171	
* Duval Co., Fla.	118,000	5,872				x	x	x	
Orange Co., Fla.	84,000	4,200							
Palm Beach Co., Fla.	65,000	3,500							
* Pinellas Co., Fla.	85,000	4,400	150		4	5			
* Polk Co., Fla.	55,000	3,000				3	x	42	
DeKalb Co., Ga.	85,000	3,500							
Hawaii	180,000	8,000							
Boise, Idaho									
* Chicago, Ill.						x		x	
* Indianapolis, Ind.			17	50%					
* Des Moines, Iowa	47,000	2,400	31			11			
* Louisville, Ky.			116		15	2		105	
Caddo Parish, La.									
Jefferson Parish, La.									Capital outlay transferred to regular programs

PART I., Page 2

Location	Enrollment	Teachers	REDUCTION OF STAFF						
			Regular teachers	Substi- tute	Special- ized	Professional staff	Teaching materials	Teacher aides	Other
1	2	3	4	5	6	7	8	9	10
* New Orleans, La.			40						
* Portland, Maine	13,600	623	3	100%	3	1		13	1 secretary
* Detroit, Mich.	286,000	11,000		192					
Baltimore Co., Md.	132,000								
Montgomery Co., Md.	Decrease								
* Boston, Mass.			120	$625,000	x		x	x	
* Minneapolis, Minn.									
St. Paul, Minn.									
Jackson, Miss.	Decrease								6 clerical
* Kansas City, Mo.			154		109	22			
* Albuquerque, N.M.						12			
Carrington, Linton, & Ellenton, N.Dak.			?						
* Cincinnati, Ohio			372		←-----39 --------→			350	
* Columbus, Ohio			291		200	22		$500,000	
* Dayton, Ohio			75	20%	2	9	80%	x	Capital outlay
Oklahoma City, Okla.	64,000								
* Tulsa, Okla.	75,000	4,710	225*			*		73	
* Portland, Ore.	72,000	3,500							
* Philadelphia, Pa.	285,000	12,000 to 13,000	513	$1.4 million	54	68	$785,000		76 non professional staff
Pittsburgh, Pa.	73,000	3,500				x			45 clerical & custodial
* Providence, R. I.									
* Charleston, S. C.						x	x		Adult education
* Greenwood Co., S.C.	57,000	2,300	5		6 (Couns.)				
* Rapid City, S.D.					P.E. 50% Nurse,Art & Guid.	4 Supv.	x		
* Nashville, Tenn.	96,000	4,4000	274	$50,000		11		$250,000	
* Memphis, Tenn.			35					103	
* Ft. Worth, Tex.	82,900	3,800					x		Outer school centers
* Houston, Tex.	228,000					Some	x	x	
San Antonio, Tex.									
Salt Lake City, Utah		130							

Location 1	Enrollment 2	Teachers 3	REDUCTION OF STAFF Regular teachers 4	Substi- tute 5	Special- ized 6	Professional staff 7	Teaching materials 8	Teacher aides 9	Other 10
Montpelier, Vt.		130							
* Norfolk, Va.			40			12 incl. secy.			
* Edmonds, Wash.	27,400	1,330				9		3 hr. day	Closed 3 elem. schools
* Seattle, Wash.							25%		Equipment 50%

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* Crisis Conditions

PART II. SUMMARY OF REPORTS ON FINANCIALLY INDUCED CUT-BACKS IN STAFF, PROGRAMS AND SERVICES
(As of weeks of September 13 and 20)

Location	OUTCOMES OF ACTION						
			Reduction in				
	Larger classes	Shorter days	Educational programs	Educational services	Reassign-ment	Shortened year	Other
1	2	3	4	5	6	7	8
Birmingham, Ala.							
* Jefferson Co., Ala.	5						Accred. threatened
* Mobile, Ala.	x		x				
* Anchorage, Alaska			Reading tchrs. psych., speech				
* Carmichael, Calif.	1.5						Maintenance $104,831
* Fresno, Calif.	Less than 1						
* Garden Grove, Calif.				x			
* Los Angeles, Calif.		9-12 (5 hrs)	Couns., testing				Maint. mat., buildings & grounds
* Oakland, Calif.							
Sacramento, Calif.							
* San Diego, Calif.			x				
Jefferson Co., Colo.							
* Hartford, Conn.	5		Proj. Concern	x			
Wilmington, Dela.							
* Washington, D. C.	x		Summer Enrichmt.	x			
* Duval Co., Fla.				x			
Orange Co., Fla.							
Palm Beach Co., Fla.							Double sessions
* Pinellas Co., Fla.	x		Art, music, psych., soc. workers				Maintenance limited
*Polk Co., Fla.			x	x	x		
DeKalb Co., Ga.							
Hawaii							
Boise, Idaho	x						
* Chicago, Ill.						12 days	
* Indianapolis, Ind.	x		Driver edn.				
* Des Moines, Iowa	x						
* Louisville, Ky.	Elem. 2.5 Jr. H.S. 1.7 Sr. H.S. 1.6				x	5 days	
Caddo Parish, La.							
Jefferson Parish, La.							

PART II, Page 2

Location	OUTCOMES OF ACTION						
			Reduction in				
Location	Larger classes	Shorter days	Educational programs	Educational services	Reassign-ment	Shortened year	Other
1	2	3	4	5	6	7	8
* New Orleans, La.	1						
* Portland, Maine			Drug abuse, Voc., P.E. Jr.-Sr.Swim.	8th gr. transp. Community use of bldg.			Maintenance
* Detroit, Mich.	x		10%				Repairs & maintenance
Baltimore Co., Md.							
Montgomery Co., Md.							
* Boston, Mass.	x		Bi-lingual & field trips				
* Minneapolis, Minn.							
St. Paul, Minn.							
Jackson, Miss.							
* Kansas City, Mo.	x		Intersch. Ed. T.V.	Community use of school			Transportation
* Albuquerque, N.M.	Gr. 1-3 (2)			Counseling			
Carrington, Linton, & Ellenton, N.Dak.			?				
* Cincinnati, Ohio	1	x	Intersch. Driver Tng. Adm. interns				
* Columbus, Ohio	2-3		4-5 yr. Lang. Dramatics, Typing (8th)	Counseling & Adm.	x		3 high schools on split sessions
* Dayton, Ohio	x		x	x		Oct. 15-Jan. (2 mo.)	
Oklahoma City, Okla.							
* Tulsa, Okla.			x	x	x		Maintenance & operation
* Portland, Ore.						20 days	
* Philadelphia, Pa.	x		x	$1.3 million	x	5 weeks	Admin. Operations, $20 million Central staff
Pittsburgh, Pa.							
* Providence, R. I.			Theater, music, field trips, enrichment				
* Charleston, S. C.	x		x				

Location	OUTCOMES OF ACTION						
	Larger classes	Shorter days	Reduction in Educational programs	Reduction in Educational services	Reassignment	Shortened year	Other
1	2	3	4	5	6	7	8
* Greenwood Co.,S.C.			x	x			
* Rapid City, S.D.			x	x			
* Nashville, Tenn.		5 hrs. (H.S.)			x		
* Memphis, Tenn.			P.E. & Achievement program	x			
* Fort Worth, Tex.			x	x			Terminated school lunch
* Houston, Tex.							
San Antonio, Tex.							
Salt Lake City, Utah							
Montpelier, Vt.			Driver Ed.				
* Norfolk, Va.	x		x				30% Purchase order items
* Edmonds, Wash.					x		
* Seattle, Wash.			Elem. foreign lang., Early learning program				

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* Crisis Conditions

PART III. SUMMARY OF REPORTS ON FINANCIALLY INDUCED CUT-BACKS IN STAFF, PROGRAMS AND SERVICES

(As of weeks of September 13 and 20)

	SOURCE OF FUND SHORTAGE		
Location 1	Federal 2	State 3	Local 4
Birmingham, Ala.			
* Jefferson Co., Ala.	x	x	x
* Mobile, Ala.		56%	14 mills
* Anchorage, Alaska			x
* Carmichael, Calif.		<------- $1,250,000	--------->
* Fresno, Calif.	Title I	$1 million	
* Garden Grove, Calif.			$1,600,000
* Los Angeles, Calif.			$10,000,000
* Oakland, Calif.			
Sacramento, Calif.			
* San Diego, Calif.		$3,338,000	
Jefferson Co., Colo.			
* Hartford, Conn.	Lunch subsidy	x	$3.7 million
Wilmington, Dela.		$ 188,000	
* Washington, D. C.			x
* Duval Co., Fla.	$1,143,704	$4,477,000	
Orange Co., Fla.	$ 100,000 Lunch		
Palm Beach Co., Fla.			
* Pinellas Co., Fla.			$8,000,000
* Polk Co., Fla.	x	$ 256,000	$ 449,326
DeKalb Co., Ga.			
Hawaii	$ 90,000 Title III & Adult Edn.		
Boise, Idaho			
* Chicago, Ill.		$29 million	
* Indianapolis, Ind.		x	x
* Des Moines, Iowa	$ 500,000		
* Louisville, Ky.	$ 243,000	$ 278,000	$ 81,000
Caddo Parish, La.			
Jefferson Parish, La.		x	

PART III, Page 2

Location	SOURCE OF FUND SHORTAGE		
	Federal	State	Local
1	2	3	4
* New Orleans, La.		$ 318,000	
* Portland, Maine			$ 300,000
* Detroit, Mich.		$12 million (Feb. 1971)	
Baltimore Co., Md.			
Montgomery Co., Md.			
* Boston, Mass.			$1,893,000
* Minneapolis, Minn.		$7 million	Levy limitations
St. Paul, Minn.		?	
Jackson, Miss.			
* Kansas City, Mo.			$1,622,000
* Albuquerque, N.M.			
Carrington, Linton & Ellenton, N.Dak.			x
* Cincinnati, Ohio			Loss levy $1.3 million
* Columbus, Ohio		?	3.4 mills (bond issue)
* Dayton, Ohio			Loss levy
Oklahoma City, Okla.	x		
* Tulsa, Okla.	x		$2,296,640
* Portland, Ore.			$6.8 million
* Philadelphia, Pa.			$63,474,000
Pittsburgh, Pa.	x		
* Providence, R. I.			x
* Charleston, S. C.	$ 750,000		
* Greenwood Co., S. C.	360,000	$ 20,000	
* Rapid City, S. D.			x
* Nashville, Tenn.			$2,165,289
* Memphis, Tenn.			P.L. 89-10
* Fort Worth, Tex.	$ 140,000 Title I $ 200,000 School lunch		
* Houston, Tex.	$1 million PL 874 $4 million Title I $ 300,000 School lunch		
San Antonio, Tex.	?		
Salt Lake City, Utah			

PART III, Page 3

Location 1	Federal 2	State 3	Local 4
	SOURCE OF FUND SHORTAGE		
Montpelier, Vt.	$ 71,400	General Aid $1,419,000	
* Norfolk, Va.			
* Edmonds, Wash.	$ 32,000 Title II	$347,000	$ 27,000 Free millage
* Seattle, Wash.	?	?	

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* Crisis conditions

Source: Telephone responses September 15-17, 20, 1971 from administrative staff of 103 public school systems, including all systems enrolling 50,000 or more pupils and a few smaller systems.

7617

Date Received ____________________ Date Processed ______________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Alabama

School System Title Birmingham Enrollment ________ Teachers ______

SOURCE Dr. Sparks Date __________________

NATURE OF ACTION No Cut

- ☐ Reduce number of regular teachers Number ________
- ☐ Reduce number of substitute teachers Number ________
- ☐ Reduce number of specialized teachers Number ________
- ☐ Reduce number of supporting professional staff members Number ______
- ☐ Reduce appropriations for teaching materials, etc.
- ☐ Reduce number of teacher aides Number ________
- ☐ Other: ______________________________

OUTCOMES OF THE ACTION (As cited)

- ☐ Larger classes for remaining teachers
- ☐ Shortened day for students
- ☐ Reduction in educational program offerings
- ☐ Reduction in educational services
- ☐ Reassignment of professional personnel to classroom teaching
- ☐ Plans for shortened year
- ☐ Other: ______________________________
- ☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

- ☐ Federal
- ☐ State
- ☐ Local

Hold the line budget

No Cuts - No improvements

7618

Date Received ____________________ Date Processed ______________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Birmingham, Alabama

School System Title Jefferson County Enrollment ________ Teachers ______

SOURCE Telegram from J. Revis Hall Date 9/15

☒ Yes - Had a cut-back

NATURE OF ACTION

- ☒ Reduce number of regular teachers Number 100
- ☐ Reduce number of substitute teachers Number ______
- ☒ Reduce number of specialized teachers Number 10
- ☒ Reduce number of supporting professional staff members Number 2 supvr.
- ☒ Reduce appropriations for teaching materials, etc. 50%
- ☒ Reduce number of teacher aides Number 120
- ☐ Other: ____________________

OUTCOMES OF THE ACTION (As cited)

- ☒ Larger classes for remaining teachers -- from 23 to 28
- ☐ Shortened day for students
- ☐ Reduction in educational program offerings
- ☐ Reduction in educational services
- ☐ Reassignment of professional personnel to classroom teaching
- ☐ Plans for shortened year
- ☒ Other: Threatened loss of accreditation
- ☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

- ☒ Federal
- ☒ State
- ☒ Local

7619

Date Received ______________________ Date Processed ______________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Alabama

School System Title Mobile Enrollment ________ Teachers ______

SOURCE Dr. Owen, Treas. Date ______________

Optimistic

General education program gone to pot.

NATURE OF ACTION

- ☒ Reduce number of regular teachers Number 143 on formula drop in ADA from last year's boycotting
- ☐ Reduce number of substitute teachers Number ________
- ☒ Reduce number of specialized teachers Number 200
- ☐ Reduce number of supporting professional staff members Number _______
- ☐ Reduce appropriations for teaching materials, etc.
- ☐ Reduce number of teacher aides Number _________
- ☐ Other: ______________________

OUTCOMES OF THE ACTION (As cited)

$1/2 million for buses
$1/2 additional operating cost
Governor may withhold

- ☒ Larger classes for remaining teachers
- ☐ Shortened day for students
- ☒ Reduction in educational program offerings
- ☒ Reduction in educational services
- ☐ Reassignment of professional personnel to classroom teaching
- ☐ Plans for shortened year
- ☐ Other: Minimum wage hit
- ☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

- ☐ Federal -- up
- ☒ State 56% state share
- ☐ Local ? 14 mills local effort; 7 mandated

Legislation still in session.
62% more for substitutes
200 specialized teachers--no funds. No funds for teacher aides
No tax money for teaching supplies. Paid by the pupil.
Not compulsory at elementary--do without except for federal program

Forget increases for teacher salaries

Date Received Sept. 17, 1971 Date Processed ______

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Anchorage Alaska

School System Title Anchorage School Dist. Enrollment 33,000 Teachers ____

SOURCE Mr. Ray Hanes, Admin. Assistant Date ______

NATURE OF ACTION

No ☐ Reduce number of regular teachers Number ______
No ☐ Reduce number of substitute teachers Number ______
Yes ☒ Reduce number of specialized teachers Number 70%
No ☐ Reduce number of supporting professional staff members Number ______
☒ Reduce appropriations for teaching materials, etc. 90% reduction in equipment & remodeling
Yes ☒ Reduce number of teacher aides Number ______
☐ Other: Reduced 80% of teacher aides, only 12 out of 40 counselors left, only 9 out of 20 nurses left.

OUTCOMES OF THE ACTION (As cited)

No ☐ Larger classes for remaining teachers
No ☐ Shortened day for students
Yes ☒ Reduction in educational program offerings
Yes ☒ Reduction in educational services
} Reduced reading teachers, psychological personnel, speech & reading
No ☐ Reassignment of professional personnel to classroom teaching
No ☐ Plans for shortened year
☐ Other: ______
☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

☐ Federal
☐ State
☒ Local

31,000 enrollment in 1970-71; Budget $44 Million
33,000 enrollment in 1971-72; Budget $50.8 Million(but increase mostly in Debt Service)

7621

Date Received ____________ Date Processed ____________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-B

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Carmichael, Calif.

School System Title San Juan Unified Enrollment 54,000 Teachers 2,300

SOURCE ____________ Date 9/17/71

NATURE OF ACTION

- ☒ Reduce number of regular teachers Number 91 $1,000,500
- ☐ Reduce number of substitute teachers Number ____
- ☐ Reduce number of specialized teachers Number ____
- ☐ Reduce number of supporting professional staff members Number ____
- ☒ Reduce appropriations for teaching materials, etc. $96,229
- ☐ Reduce number of teacher aides Number ____
- ☐ Other: ____________

OUTCOMES OF THE ACTION (As cited)

- ☒ Larger classes for remaining teachers Average of 1.5 pupils per class
- ☐ Shortened day for students
- ☐ Reduction in educational program offerings
- ☐ Reduction in educational services
- ☐ Reassignment of professional personnel to classroom teaching
- ☐ Plans for shortened year
- ☒ Other: Reduced maintenance, etc. by $104,831
- ☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

- ☐ Federal
- ☒ State
- ☒ Local Total reduction of $1,250,000

7622

Date Received ____________________ Date Processed ______________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED California

School System Title Fresno City Enrollment ________ Teachers ______

SOURCE Dr. Arnold Finch, Supt. Date 9/16/71

Yes, had a cutback

NATURE OF ACTION

☐ Reduce number of regular teachers Number ________
☐ Reduce number of substitute teachers Number ________
☐ Reduce number of specialized teachers Number ________
☒ Reduce number of supporting professional staff members Number ______
☒ Reduce appropriations for teaching materials, etc.
☒ Reduce number of teacher aides Number Eliminated this service
☐ Other: Reduced capital outlay, maintenance, operations, & supplies

OUTCOMES OF THE ACTION (As cited)

☒ Larger classes for remaining teachers Less than 1 pupil per teacher
☐ Shortened day for students
☐ Reduction in educational program offerings
☐ Reduction in educational services
☐ Reassignment of professional personnel to classroom teaching
☐ Plans for shortened year
☒ Other: Reduction of teaching materials, elimination of teacher aides ~~Low salary increase for teachers (3% this year)~~; Low amount of administrative services (only 1.89% of budget to administration)
☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

☒ Federal Title I now less; may come up
☒ State $1 million less than 1970-71
☐ Local

Allocation of supplies cut back to 1966 level and costs increased 30% since 1966.

Counting influence of inflation, they are $6 million behind their 1969-70 level.
- They were cut $1,200,000 this year
- They were cut $1,700,000 last year

Total budget of $55 million this year.

Date Received ____________ Date Processed ____________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Garden Grove, Calif.

School System Title Garden Grove Unified School Dist. Enrollment 52,000 Teachers 1,900

SOURCE Mr. Morse, Asst. Supt. Date 9/16/71

NATURE OF ACTION

☐ Reduce number of regular teachers Number ______
☐ Reduce number of substitute teachers Number ______
☐ Reduce number of specialized teachers Number ______
☐ Reduce number of supporting professional staff members Number ______
☒ Reduce appropriations for teaching materials, etc.
☐ Reduce number of teacher aides Number ______
☒ Other: Library aides reduced $40,000

OUTCOMES OF THE ACTION (As cited)

☐ Larger classes for remaining teachers
☐ Shortened day for students
☐ Reduction in educational program offerings
☒ Reduction in educational services
☐ Reassignment of professional personnel to classroom teaching
☐ Plans for shortened year
☐ Other: ______
☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

☐ Federal
☐ State
☒ Local $1,600,000

Reduced supplies, equipment, instructional materials and services

California

LOS ANGELES UNIFIED SCHOOL DIST. Sept. 17, 1971

Mr. George McMullen reported for the Unified Los Angeles School District that the reduction from last year's budget in terms of current dollars was only $10 million but that this figure is very misleading as the $10 million reduction occurs in the face of no salary increase whatsoever for inflation, which he estimates to be worth approximately $20 million. The actual reduction that has been taking place over the past few years is estimated by him to be 3% to 5% (approx. $24 million) most of which has been accomplished by curtailing programs such as counseling, testing, building and grounds maintenance, and even by reducing the number of teaching periods in grades 9-12 from 6 to 5. Also, 1,000 teachers were not hired this year and there was also some cutbacks in the administration and counseling areas.

7625

Date Received 9/15/71 Date Processed ______

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED California

School System Title Oakland Public Schools Enrollment ______ Teachers ______

SOURCE Mr. Alden Badal, Asst. Supt. Date ______

NATURE OF ACTION 150 reductions proposed in preliminary budget.

☒ Reduce number of regular teachers Number 60 Slow Attrition
☐ Reduce number of substitute teachers Number ______
☐ Reduce number of specialized teachers Number ______
☐ Reduce number of supporting professional staff members Number ______
☐ Reduce appropriations for teaching materials, etc.
☐ Reduce number of teacher aides Number ______
☒ Other: Cut back on many other aspects, custodian, etc. "Maintenance is atrocious.'

OUTCOMES OF THE ACTION (As cited)

☐ Larger classes for remaining teachers Slight increase in enrollment
☐ Shortened day for students
☐ Reduction in educational program offerings
☐ Reduction in educational services
☐ Reassignment of professional personnel to classroom teaching
☐ Plans for shortened year
☐ Other: ______
☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

☐ Federal
☐ State
☐ Local

Cut instructional supplies back in last three years. Could not go further. This is about 1/4 over last three years. We are really on the ropes. Gone to all sources for dunds. Appeal for 874

No salary increases.
Last minute emergency unemployment.
$1.8 million to Oakland City Council; 1/2 to schools.

Restored 150--98 from Dept. of Labor money; 32 out of district budget; 15 out of new state money if it comes.

7626

Date Received September 17, 1971 Date Processed ____________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Sacramento, California

School System Title Sacramento Public Schools Enrollment ________ Teachers _____

SOURCE Charles Glen Date ____________

NATURE OF ACTION

☐ Reduce number of regular teachers Number ________
☐ Reduce number of substitute teachers Number ________
☐ Reduce number of specialized teachers Number ________
☐ Reduce number of supporting professional staff members Number ______
☐ Reduce appropriations for teaching materials, etc.
☐ Reduce number of teacher aides Number ________
☐ Other: ____________

OUTCOMES OF THE ACTION (As cited)

☐ Larger classes for remaining teachers
☐ Shortened day for students
☐ Reduction in educational program offerings
☐ Reduction in educational services
☐ Reassignment of professional personnel to classroom teaching
☐ Plans for shortened year
☐ Other: ____________
☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

☐ Federal
☐ State
☐ Local

No reduction this year. Cuts took place last 3 years.
Anticipate possibility of some cut next month based on reduction in enrollment only.

7627

Date Received ____________________ Date Processed ______________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED San Diego, California

School System Title San Diego Unified School Distric Enrollment Est. Oct. 10 130,335 Teachers ?

SOURCE Mr. Harmon Kurtz, Director of Plan. and Research Date 9/17/71

NATURE OF ACTION

☐ Reduce number of regular teachers Number ________
☐ Reduce number of substitute teachers Number ________
☐ Reduce number of specialized teachers Number ________
☐ Reduce number of supporting professional staff members Number ______
☐ Reduce appropriations for teaching materials, etc.
☐ Reduce number of teacher aides Number _________
☐ Other: ____________________

OUTCOMES OF THE ACTION (As cited)

☐ Larger classes for remaining teachers
☐ Shortened day for students
☒ Reduction in educational program offerings
☐ Reduction in educational services
☐ Reassignment of professional personnel to classroom teaching
☐ Plans for shortened year
☐ Other: ____________________
☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

☐ Federal
☐ State
☐ Local

No cutback in gross dollars, but increase in accessed valuation (16.8%) resulted in loss of $3,338,000 for State appointment.

Proposed quality education programs in a changing society in the amount of $5 million were eliminated.

Reductions due to State formula:

$ 2,182	Supplies
39,000	Principals and Vice Principals
116,394	Teachers
28,874	Other certified personnel
14,145	Classified personnel
33,397	Textbooks
24,280	Other books
189,789	Other expenses of instruction

7628

Date Received ____________ Date Processed ____________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Lakewood, Colorado

School System Title Jefferson County Schools Enrollment ________ Teachers ________

SOURCE Telegram from Alton W. Cowan, Supt. of Schools Date 9/16/71

NATURE OF ACTION

- ☐ Reduce number of regular teachers Number ________
- ☐ Reduce number of substitute teachers Number ________
- ☐ Reduce number of specialized teachers Number ________
- ☐ Reduce number of supporting professional staff members Number ________
- ☐ Reduce appropriations for teaching materials, etc.
- ☐ Reduce number of teacher aides Number ________
- ☐ Other: ________

OUTCOMES OF THE ACTION (As cited)

- ☐ Larger classes for remaining teachers
- ☐ Shortened day for students
- ☐ Reduction in educational program offerings
- ☐ Reduction in educational services
- ☐ Reassignment of professional personnel to classroom teaching
- ☐ Plans for shortened year
- ☐ Other: ________
- ☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

- ☐ **Federal**
- ☐ **State**
- ☐ **Local**

Received telegram:

> We have not had any significant cut in the local, state, or federal funds, especially any that would have resulted in event described in items B and C of your wire of Sept. 14.

7629

Mr. Baer, Hartford   Connecticut

In reply to your telegram of Sept. 14:

A. City funds to operate the Hartford Public Schools cut back sharply this year. The total cut in the general budget amounting to $3.7 million from a conservative budget request. This followed sizeable reductions in the previous two years.

B. The effect has been that almost every category of personnel has been reduced, despite a sizeable enrollment increase. Specifically, regular teachers, specialized teachers, and other professional staff including administrators have been reduced. Because of some program advances, specifically in "Follow Through", teacher aides have not been cut. All expense items in the budget have been sharply reduced despite inflationary pressures. This applies to teaching materials, instructional supplies and equipment, plus maintenance and up-keep of school buildings.

C. Classes have been increased in size on the average of 5 pupils each. Many programs, including Project Concern, special subjects and regular academic areas have been reduced because of personnel slashes. In similar fashion, a number of service activities are operating below last year's level and essential plant improvement has not been possible.

D. Federal funds reduced. Primarily because of cut in lunch subsidy. state funds reduced sharply, while local funds, as cited previously, suffered reduction from the budget request.

E. Despite all efforts to live withinthe budget, we are currently operating with a distinct possibility of a $1 million deficit. No decision has yet been made on overcoming this problem. Both the immediate and long-range effect is frightening. ¶ Personnel reductions also mean that the kind of detail you asked for in your telegram is not possible at this time. We are hard pressed to keep the "ship" operating.

Enrollment: Approx. 28,000
Teachers: 1,800

Date Received ______________ Date Processed ______________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Wilmington, Delaware

School System Title Wilmington Public Schools Enrollment Sept. 30 Teachers 742

SOURCE Russell Dineen, Assistant Supt. for Business Affairs Date 9/17/71

NATURE OF ACTION

- ☐ Reduce number of regular teachers Number ______
- ☒ Reduce number of substitute teachers Number 1/2
- ☒ Reduce number of specialized teachers Number 5
- ☐ Reduce number of supporting professional staff members Number ______
- ☒ Reduce appropriations for teaching materials, etc.
- ☐ Reduce number of teacher aides Number ______
- ☐ Other: ______

OUTCOMES OF THE ACTION (As cited)

- ☐ Larger classes for remaining teachers
- ☐ Shortened day for students
- ☐ Reduction in educational program offerings
- ☐ Reduction in educational services
- ☐ Reassignment of professional personnel to classroom teaching
- ☐ Plans for shortened year
- ☐ Other: ______
- ☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

- ☐ Federal
- ☒ State Voluntary return of 2% ($188,000) in non-salary areas
- ☐ Local

Reduced positions: 1 psychologist, 1 social worker, 1 science supervisor, 1 social studies supervisor, 1 director of food services.
Required to lengthen elementary day by 1/2 hour to meet minimum standards.

Date Received ____________ Date Processed ____________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED District of Columbia

School System Title Washington, D. C. Enrollment ______ Teachers ______

SOURCE Linsey Date ____________

☒ Last year's budget

NATURE OF ACTION

- ☒ Reduce number of regular teachers Number 533
- ☐ Reduce number of substitute teachers Number ______
- ☒ Reduce number of specialized teachers Number 118 art, science, music
- ☐ Reduce number of supporting professional staff members Number ______
- ☐ Reduce appropriations for teaching materials, etc.
- ☒ Reduce number of teacher aides Number 171 -- all elementary and 16 secondary
- ☐ Other: ____________

OUTCOMES OF THE ACTION (As cited)

- ☒ Larger classes for remaining teachers
- ☐ Shortened day for students
- ☒ Reduction in educational program offerings Abolish Urban Teacher Corps
- ☒ Reduction in educational services $600,000 of summer enrichment program
- ☐ Reassignment of professional personnel to classroom teaching
- ☐ Plans for shortened year
- ☐ Other: ____________
- ☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

- ☐ Federal
- ☐ State
- ☒ Local

Budget was required to cover pay raises of all employees amounting to $9 million. Budget for this year is not approved yet but it is anticipated that 384 positions will be restored and budget will rise about $7 million

Date Received ______________________ Date Processed ______________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Jacksonville, Florida

School System Title Duval County Enrollment 118,000 Teachers 5,872

SOURCE Mr. Calhoun Date 9/16/71

NATURE OF ACTION

☐ Reduce number of regular teachers Number ________
☐ Reduce number of substitute teachers Number ________
☐ Reduce number of specialized teachers Number ________
☐ Reduce number of supporting professional staff members Number ________
☒ Reduce appropriations for teaching materials, etc.
☐ Reduce number of teacher aides Number ________
☒ Other: Reduced planned teacher aid positions, resource personnel

OUTCOMES OF THE ACTION (As cited)

☐ Larger classes for remaining teachers
☐ Shortened day for students
☐ Reduction in educational program offerings
☒ Reduction in educational services
☐ Reassignment of professional personnel to classroom teaching
☐ Plans for shortened year
☐ Other: ________
☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

☒ **Federal** P.L. 874 reduced $612,904; school lunches reduced $538,000
☒ **State** Reduced $4,477,000
☐ **Local**

Budget reductions:

$1,150,000	new teaching positions
1,500,000	supplies
350,000	textbooks
1,000,000	maintenance
350,000	administrative positions
100,000	clerical positions
800,000	custodial

7633

Date Received ____________ Date Processed ____________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Orange County Florida (Orlando)

School System Title ____________ Enrollment 84,000 Teachers 4,200

SOURCE Alton Nolle- Assistant Superintendent Date 9/17/71

NATURE OF ACTION NONE

☐ Reduce number of regular teachers Number ______
☐ Reduce number of substitute teachers Number ______
☐ Reduce number of specialized teachers Number ______
☐ Reduce number of supporting professional staff members Number ______
☐ Reduce appropriations for teaching materials, etc.
☐ Reduce number of teacher aides Number ______
☐ Other: ______

OUTCOMES OF THE ACTION (As cited) NONE

☐ Larger classes for remaining teachers
☐ Shortened day for students
☐ Reduction in educational program offerings
☐ Reduction in educational services
☐ Reassignment of professional personnel to classroom teaching
☐ Plans for shortened year
☐ Other: ______
☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

☒ Federal school lunch funds reduced about $100,000 -- no program reduction
☐ State
☐ Local

Date Received ____________________ Date Processed ______________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Palm Beach, Florida

School System Title Palm Beach County Schools Enrollment 65,000 Teachers 3,500

SOURCE Mr. Houston Sapp, Administrative Ass't for Mr. Easly, Supt. Date 9/17/71

NATURE OF ACTION

- ☐ Reduce number of regular teachers Number ________
- ☐ Reduce number of substitute teachers Number ________
- ☐ Reduce number of specialized teachers Number ________
- ☐ Reduce number of supporting professional staff members Number ______
- ☐ Reduce appropriations for teaching materials, etc.
- ☐ Reduce number of teacher aides Number ________
- ☐ Other: ________________________________

OUTCOMES OF THE ACTION (As cited)

- ☐ Larger classes for remaining teachers
- ☐ Shortened day for students
- ☐ Reduction in educational program offerings
- ☐ Reduction in educational services
- ☐ Reassignment of professional personnel to classroom teaching
- ☐ Plans for shortened year
- ☐ Other: ________________________________
- ☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

- ☐ Federal
- ☐ State
- ☐ Local

Larger appropriation, but it buys less when the per pupil income is measured by needs.
The increase in number of schools on double session has lowered the teacher morale factor and resulted in more teacher absenteeism.
There has been an increase in library resources.

7635

Date Received ____________ Date Processed ____________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Florida

School System Title Pinellas County Enrollment 85,000 Teachers 4,400

SOURCE Supt. Mangin Date ____________

NATURE OF ACTION

☒ Reduce number of regular teachers Number 150
☐ Reduce number of substitute teachers Number ______
☒ Reduce number of specialized teachers Number 4
☒ Reduce number of supporting professional staff members Number 5 central office assts.
☐ Reduce appropriations for teaching materials, etc.
☐ Reduce number of teacher aides Number ______
☐ Other: ____________

OUTCOMES OF THE ACTION (As cited)

☒ Larger classes for remaining teachers
☐ Shortened day for students
☐ Reduction in educational program offerings Art & Music freeze
☐ Reduction in educational services psychology, social workers
☐ Reassignment of professional personnel to classroom teaching
☐ Plans for shortened year
☐ Other: Maintenance limited to health & safety of pupils
☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

☐ Federal Federal is equal
☐ State State up slightly
☐ Local $,000,000 loss of election

No new positions

7636

Date Received ____________________ Date Processed ______________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Polk County, Florida

School System Title Polk Co., Public Schools Enrollment approx. 55,000 Teachers approx 3,000

SOURCE Julian Shaw, Dir. of Educ. Programs Date 9-17-71
for W. W. Reed, Supt.

NATURE OF ACTION

☐ Reduce number of regular teachers Number none
☐ Reduce number of substitute teachers Number ________
☐ Reduce number of specialized teachers Number ________
☒ Reduce number of supporting professional staff members Number 3*
☒ Reduce appropriations for teaching materials, etc.
☒ Reduce number of teacher aides Number 42 from kd. Migrant Program
☐ Other: ________________________________

OUTCOMES OF THE ACTION (As cited)

☐ Larger classes for remaining teachers
☐ Shortened day for students
☐ Reduction in educational program offerings
☒ Reduction in educational services
☒ Reassignment of professional personnel to classroom teaching
☐ Plans for shortened year
☐ Other: ________________________________
☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

☒ **Federal** - Migrant program eliminated 42 aides
☒ **State** - Divested $191,000 from Educ. Improvement Expense Fund to Lunch Fund
last 38 units ($65,000) in vocational instruction
☐ **Local** Tax reduction of $124,326 in rool back of mileage to maximum of 10
$425,000 reduction in Educ. Improvement Expense program

All innovative and improvement instructional programs were eliminated from State and Federal funds. In-service training program was reduced $50,000. Materials and equipment fro improvement of instruction were deleted. Teachers visitation and conference program was drastically cut. Duties formerly assigned to 3 County level staff members were assumed by other personnel in instructional department. Teachers aides will work only on days when children are present which eliminate days for orientation, planning, etc. (work days reduced from 196 to 180)

* Kindg. Books
Guide books
Juvenile gt.
Liason office

7637

Date Received ____________ Date Processed ____________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment end or the wage price freeze.

LOCATION REPORTED De Kalb, Georgia

School System Title De Kalb County School System Enrollment 85,000 Teachers 3,500

SOURCE Mr. Ray Vass Date 9/16/71

NATURE OF ACTION

☐ Reduce number of regular teachers Number ____
☐ Reduce number of substitute teachers Number ____
☐ Reduce number of specialized teachers Number ____
☐ Reduce number of supporting professional staff members Number ____
☐ Reduce appropriations for teaching materials, etc.
☐ Reduce number of teacher aides Number ____
☐ Other: Increased millage

OUTCOMES OF THE ACTION (As cited)

☐ Larger classes for remaining teachers
☐ Shortened day for students
☐ Reduction in educational program offerings
☐ Reduction in educational services
☐ Reassignment of professional personnel to classroom teaching
☐ Plans for shortened year
☐ Other: No cutbacks
☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

☐ Federal
☐ State
☐ Local

Citizens voted overwhelmingly to increase property tax from 20 to 25 mills.

Date Received ____________ Date Processed ____________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Hawaii

School System Title ____________ Enrollment 180,000 Teachers 8,000

SOURCE Harold Fukunaga Date 9/17/71

NATURE OF ACTION

- ☐ Reduce number of regular teachers Number ______
- ☐ Reduce number of substitute teachers Number ______
- ☐ Reduce number of specialized teachers Number ______
- ☐ Reduce number of supporting professional staff members Number ______
- ☐ Reduce appropriations for teaching materials, etc.
- ☐ Reduce number of teacher aides Number ______
- ☐ Other: ______

OUTCOMES OF THE ACTION (As cited)

- ☐ Larger classes for remaining teachers
- ☐ Shortened day for students
- ☐ Reduction in educational program offerings
- ☐ Reduction in educational services
- ☐ Reassignment of professional personnel to classroom teaching
- ☐ Plans for shortened year
- ☐ Other: ______
- ☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

- ☒ Federal minor reducations only. Title III -- $30,000
- ☐ State Adult Education -- $60,000
- ☐ Local

Date Received ____________ Date Processed ____________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Idaho

School System Title Boise Public Schools Enrollment ______ Teachers ______

SOURCE Floyd Easton Date 9/15/71

NATURE OF ACTION

- ☐ Reduce number of regular teachers Number ______
- ☐ Reduce number of substitute teachers Number ______
- ☐ Reduce number of specialized teachers Number ______
- ☐ Reduce number of supporting professional staff members Number ______
- ☐ Reduce appropriations for teaching materials, etc.
- ☐ Reduce number of teacher aides Number ______
- ☐ Other: ______

OUTCOMES OF THE ACTION (As cited)

- ☐ Larger classes for remaining teachers
- ☐ Shortened day for students
- ☐ Reduction in educational program offerings
- ☐ Reduction in educational services
- ☐ Reassignment of professional personnel to classroom teaching
- ☐ Plans for shortened year
- ☐ Other: ______
- ☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

- ☐ Federal
- ☐ State
- ☐ Local

No cut-back in staff.

Some increase in class size.

Date Received ______________________ Date Processed ______________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Chicago, Illinois
☒ Yes, have had cut-backs
School System Title City of Chicago Enrollment ________ Teachers ______
SOURCE Arthur R. Lehne, Asst. Supt. Date 9/16

NATURE OF ACTION

- ☐ Reduce number of regular teachers Number ________ Not filling vacancic from turnover
- ☐ Reduce number of substitute teachers Number ________
- ☐ Reduce number of specialized teachers Number ________
- ☒ Reduce number of supporting professional staff members Number _______
- ☐ Reduce appropriations for teaching materials, etc.
- ☒ Reduce number of teacher aides Number _________
- ☒ Other: 12 day lay-off of all staff

OUTCOMES OF THE ACTION (As cited)

- ☐ Larger classes for remaining teachers
- ☐ Shortened day for students
- ☐ Reduction in educational program offerings
- ☐ Reduction in educational services
- ☐ Reassignment of professional personnel to classroom teaching
- ☒ Plans for shortened year (12 days in December)
- ☐ Other: See below *
- ☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

- ☐ Federal
- ☒ State -- primarily
- ☐ Local

* Freeze in salary increment for all employees
Reopening negotiated contractual agreement re salaries for 1972

7641

Date Received ____________________ Date Processed ______________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Indianapolis Public Schools

School System Title ____________________ Enrollment ________ Teachers ______

SOURCE Mr. Kincaid 317/ 634-2381 x 307 Date 9/16/71

NATURE OF ACTION

- ☐ Reduce number of regular teachers Number 17
- ☐ Reduce number of substitute teachers Number 50%
- ☐ Reduce number of specialized teachers Number ________
- ☐ Reduce number of supporting professional staff members Number ______
- ☐ Reduce appropriations for teaching materials, etc.
- ☐ Reduce number of teacher aides Number ________
- ☐ Other: ____________________

OUTCOMES OF THE ACTION (As cited)

- ☒ Larger classes for remaining teachers
- ☐ Shortened day for students
- ☐ Reduction in educational program offerings
- ☐ Reduction in educational services
- ☐ Reassignment of professional personnel to classroom teaching
- ☐ Plans for shortened year
- ☐ Other: Reduction in offering of Driver Education
- ☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

- ☐ Federal
- ☒ State
- ☒ Local

7642

Date Received ____________ Date Processed ____________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Iowa

School System Title Des Moines Enrollment 47,000 Teachers 2,400

SOURCE Dwight Davis Date ____________

NATURE OF ACTION

- ☒ Reduce number of regular teachers Number 31
- ☐ Reduce number of substitute teachers Number ______
- ☐ Reduce number of specialized teachers Number ______
- ☒ Reduce number of supporting professional staff members Number 11 administrators
- ☐ Reduce appropriations for teaching materials, etc.
- ☐ Reduce number of teacher aides Number Increased.
- ☐ Other: ____________

OUTCOMES OF THE ACTION (As cited)

- ☒ Larger classes for remaining teachers & combination and multi-classes
- ☐ Shortened day for students
- ☐ Reduction in educational program offerings
- ☐ Reduction in educational services
- ☐ Reassignment of professional personnel to classroom teaching
- ☐ Plans for shortened year
- ☐ Other: ____________
- ☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

- ☒ Federal 1/2 million
- ☐ State 5% increase
- ☐ Local No local

Iowa enacted a millage lid

Date Received ____________ Date Processed ____________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Kentucky

School System Title Louisville Enrollment ______ Teachers ______

SOURCE Newman M. Walker, Supt. Date 9/17/71

☒ YES. Have had a cut-back.

NATURE OF ACTION

☒ Reduce number of regular teachers Number 116
☐ Reduce number of substitute teachers Number ______
☒ Reduce number of specialized teachers Number 5 resource teachers & 10 reading improvement teachers
☒ Reduce number of supporting professional staff members Number 2 social workers
☐ Reduce appropriations for teaching materials, etc.
☒ Reduce number of teacher aides Number 105
☐ Other: ______

OUTCOMES OF THE ACTION (As cited)

☒ Larger classes for remaining teachers
☐ Shortened day for students
☐ Reduction in educational program offerings
☐ Reduction in educational services
☐ Reassignment of professional personnel to classroom teaching
☐ Plans for shortened year
☒ Other: Possibility of reducing work year by 5 days to save $650,000
☐ Information is not clear or complete

Ratio changed	From	To
Elem.	27.5	30.0
Jr. H.S.	22.8	24.5
Sr. H.S.	21.9	23.5

WHICH SOURCE OF FUNDS ARE CUT BACK?

☒ Federal $168,000 PL 874
☒ State $278,000
☒ Local Tuition fees $81,000

7644

Date Received ____________ Date Processed ____________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Louisiana

School System Title Caddo Parish School Board Enrollment ______ Teachers ______

SOURCE Donald L. Kennedy, Supt. Date 9/15

NATURE OF ACTION

☐ Reduce number of regular teachers Number ______
☐ Reduce number of substitute teachers Number ______
☐ Reduce number of specialized teachers Number ______
☐ Reduce number of supporting professional staff members Number ______
☐ Reduce appropriations for teaching materials, etc.
☐ Reduce number of teacher aides Number ______
☐ Other: ______

OUTCOMES OF THE ACTION (As cited)

☐ Larger classes for remaining teachers
☐ Shortened day for students
☐ Reduction in educational program offerings
☐ Reduction in educational services
☐ Reassignment of professional personnel to classroom teaching
☐ Plans for shortened year
☐ Other: ______
☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

☐ Federal
☐ State
☐ Local

Telegram received: We have experienced no financial cutbacks for this school year other than as they relate to enrollment.

Date Received ____________________ Date Processed ______________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Louisiana

School System Title Jefferson Parish Enrollment ________ Teachers _______

SOURCE Joseph Rudolph Date ____________________

NATURE OF ACTION

☐ Reduce number of regular teachers Number ________
☐ Reduce number of substitute teachers Number ________
☐ Reduce number of specialized teachers Number ________
☐ Reduce number of supporting professional staff members Number _______
☐ Reduce appropriations for teaching materials, etc.
☐ Reduce number of teacher aides Number ________
☒ Other: Capital outlay fund being used to cover costs of regular program

OUTCOMES OF THE ACTION (As cited)

☐ Larger classes for remaining teachers
☐ Shortened day for students
☐ Reduction in educational program offerings
☐ Reduction in educational services
☐ Reassignment of professional personnel to classroom teaching
☐ Plans for shortened year
☐ Other: ________________________________
☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

☐ Federal
☒ State -- Less money from equalization
☐ Local -- Making up from local funds but have deficit this year and last year.

7646

Date Received ____________________ Date Processed ____________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Louisiana

School System Title New Orleans Enrollment ________ Teachers _____

SOURCE Dean Date ____________

NATURE OF ACTION

- ☐ Reduce number of regular teachers Number 40
- ☐ Reduce number of substitute teachers Number ________
- ☐ Reduce number of specialized teachers Number ________
- ☐ Reduce number of supporting professional staff members Number ______
- ☐ Reduce appropriations for teaching materials, etc.
- ☐ Reduce number of teacher aides Number ________
- ☐ Other: ____________

OUTCOMES OF THE ACTION (As cited)

- ☒ Larger classes for remaining teachers 1 per class
- ☐ Shortened day for students
- ☐ Reduction in educational program offerings
- ☐ Reduction in educational services
- ☐ Reassignment of professional personnel to classroom teaching
- ☐ Plans for shortened year
- ☐ Other: ____________
- ☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

- ☐ Federal
- ☒ State off. $318,000 does not include cutback because of reduced enrollment
- ☐ Local

7647

Date Received ____________________ Date Processed ______________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Maine

School System Title Portland Public Schools Projected Enrollment 13,600 Teachers 623

SOURCE Dr. Rodney E. Wells Date 9/16/71

NATURE OF ACTION

☒ Reduce number of regular teachers Number 3
☒ Reduce number of substitute teachers Number Use teacher aides in local elementary schools in lieu of substitutes.
☒ Reduce number of specialized teachers Number 3
☒ Reduce number of supporting professional staff members Number 1
☐ Reduce appropriations for teaching materials, etc.
☒ Reduce number of teacher aides and Assistants Number 13
☒ Other: One secretary

OUTCOMES OF THE ACTION (As cited)

☐ Larger classes for remaining teachers
☐ Shortened day for students
☒ Reduction in educational program offerings --See below *
Approx.$3,000 ☒ Reduction in educational services--8th grade transportation cut out
☐ Reassignment of professional personnel to classroom teaching
☐ Plans for shortened year
☒ Other: Cut $67,000 in maintenance, all athletic coach clinics, Jr. & Sr. high swim programs except interscholastic and eliminated community use of school buildings when school pays custodial services. PTA now pays for custodial services.
☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

☐ Federal
☐ State
☒ Local -- $300,000

*Drug abuse program, 2 vocational courses, P.E. in 1 secondary school

7648

Date Received ____________________ Date Processed ______________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Detroit, Michigan

School System Title Detroit Enrollment 286,000 Teachers 11,000

SOURCE Berger Bach - Asst. to Superintendent Date 9/16/71

NATURE OF ACTION

☐ Reduce number of regular teachers Number ________
☒ Reduce number of substitute teachers * Number 192
☐ Reduce number of specialized teachers Number ________
☐ Reduce number of supporting professional staff members Number ______
☐ Reduce appropriations for teaching materials, etc.
☐ Reduce number of teacher aides Number ________
☒ Other: No substitutes utilized until the 2nd day of teacher absence

OUTCOMES OF THE ACTION (As cited)

☒ Larger classes for remaining teachers
☐ Shortened day for students
☒ Reduction in educational program offerings
☐ Reduction in educational services
☐ Reassignment of professional personnel to classroom teaching
☐ Plans for shortened year
☒ Other: Reduced repairs and maintenance
☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

☐ Federal
☒ State
☒ Local $12,000,000

* Emergency substitutes regularly placed.

Reductions were implemented in Feb. 1971, and incorporated into the 71-72 budget. 71-72 budget of $262,000,000 includes $30,000,000 financed through loans.

7649

Date Received ______________ Date Processed ______________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Maryland

(up 2,000)

School System Title Baltimore County Enrollment 132,000 Teachers ______

SOURCE Budget Officer Date ______________

NATURE OF ACTION

☐ Reduce number of regular teachers Number ______
☐ Reduce number of substitute teachers Number ______
☐ Reduce number of specialized teachers Number ______
☐ Reduce number of supporting professional staff members Number ______
☐ Reduce appropriations for teaching materials, etc.
☐ Reduce number of teacher aides Number ______
☐ Other: ______________

OUTCOMES OF THE ACTION (As cited)

☐ Larger classes for remaining teachers
☐ Shortened day for students
☐ Reduction in educational program offerings
☐ Reduction in educational services
☐ Reassignment of professional personnel to classroom teaching
☐ Plans for shortened year
☐ Other: ______________
☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

☐ Federal Status quo
☐ State
☒ Local -- offset by increase in local

7650

Date Received 9/15 Date Processed ______________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Maryland

School System Title Montgomery County Enrollment Classes 300 Teachers ______

SOURCE Paul Henr., Associate Supt. for Business & Finance Date ______________

☒ NOT CUT BACK

NATURE OF ACTION

- ☐ Reduce number of regular teachers Number ________
- ☐ Reduce number of substitute teachers Number ________
- ☐ Reduce number of specialized teachers Number ________
- ☐ Reduce number of supporting professional staff members Number ______
- ☐ Reduce appropriations for teaching materials, etc.
- ☐ Reduce number of teacher aides Number ________
- ☐ Other: ______________

OUTCOMES OF THE ACTION (As cited)

- ☐ Larger classes for remaining teachers
- ☐ Shortened day for students
- ☐ Reduction in educational program offerings
- ☐ Reduction in educational services
- ☐ Reassignment of professional personnel to classroom teaching
- ☐ Plans for shortened year
- ☐ Other: ______________
- ☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

- ☐ Federal
- ☐ State
- ☐ Local

Date Received ____________ Date Processed ____________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Massachusetts

School System Title Boston Public Schools Enrollment ____ Teachers ____

SOURCE Mr. Thomas Hefferman, Spec. Asst. to the Supt. Date Sept. 21, 1971

NATURE OF ACTION

☒ Reduce number of regular teachers Number 120
☒ Reduce number of substitute teachers Number $625,000 budget reduction
☒ Reduce number of specialized teachers Number ____
☐ Reduce number of supporting professional staff members Number ____
☒ Reduce appropriations for teaching materials, etc.
☒ Reduce number of teacher aides Number ____
☐ Other: ____

OUTCOMES OF THE ACTION (As cited)

☒ Larger classes for remaining teachers
☐ Shortened day for students
☒ Reduction in educational program offerings Bi-lingual offerings not up to need. Field trips abandoned
☐ Reduction in educational services
☐ Reassignment of professional personnel to classroom teaching
☐ Plans for shortened year
☐ Other: ____
☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

☐ Federal
☐ State
☒ Local

Eliminated $1,893,000 from their budget, i.e., in areas as follows:

Evening schools	$43,000	
Club centers	10,000	
School lunches	200,000	--(Substituted other funds)
Vision & hearing	56,000	
Title III project	100,000	
Neighborhood Youth Corps	30,000	
Books & supplies	420,000	
Employment of temporary teachers	625,000	

Consolidated classes & eliminated the need for 120 teachers
Saved $600,000 in various salary accounts.

7652

Date Received ____________ Date Processed ____________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Minnesota

School System Title Minneapolis Enrollment ____ Teachers ____

SOURCE John B. Davis Date ____________

NATURE OF ACTION

- ☐ Reduce number of regular teachers Number ____
- ☐ Reduce number of substitute teachers Number ____
- ☐ Reduce number of specialized teachers Number ____
- ☐ Reduce number of supporting professional staff members Number ____
- ☐ Reduce appropriations for teaching materials, etc.
- ☐ Reduce number of teacher aides Number ____
- ☐ Other: ____________

OUTCOMES OF THE ACTION (As cited)

- ☐ Larger classes for remaining teachers
- ☐ Shortened day for students
- ☐ Reduction in educational program offerings
- ☐ Reduction in educational services
- ☐ Reassignment of professional personnel to classroom teaching
- ☐ Plans for shortened year
- ☐ Other: Losing student population reduces per capita amount eligible to spend.
- ☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

- ☐ **Federal**
- ☒ **State** -- Foundation Program (tax levy limit)
- ☒ **Local** -- Levy limit

Calendar year:
As of Jan. 1, 1972, under proposed legislation reduces 1972 budget by $2 million to $9 million. $72 million this year. $78.9 million needed to stand still. Will be $2 million to $9 million short.

Rental spaces program cut off

7653

Date Received 9/15

Date Processed ____

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED St. Paul, Minnesota

School System Title ____ Enrollment ____ Teachers ____

SOURCE Gordon Miniclier, Asst. Supt. Date ____

☒ Not a cut back yet! Have to hold on last year's expenditures & budget (future status not known)

NATURE OF ACTION

- ☐ Reduce number of regular teachers Number ____
- ☐ Reduce number of substitute teachers Number ____
- ☐ Reduce number of specialized teachers Number ____
- ☐ Reduce number of supporting professional staff members Number ____
- ☐ Reduce appropriations for teaching materials, etc.
- ☐ Reduce number of teacher aides Number ____
- ☒ Other: Just waiting. Governor vetoed a bill.

OUTCOMES OF THE ACTION (As cited)

- ☐ Larger classes for remaining teachers
- ☐ Shortened day for students
- ☐ Reduction in educational program offerings
- ☐ Reduction in educational services
- ☐ Reassignment of professional personnel to classroom teaching
- ☐ Plans for shortened year
- ☐ Other: ____
- ☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

- ☐ Federal
- ☐ State
- ☐ Local

Being held to last year's spending
Cash flow problems.

7654

Date Received ____________________ Date Processed ______________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Mississippi

School System Title Jackson Enrollment ________ Teachers ______

SOURCE Betty Wharton Date ____________________

☑ No Cutbacks

NATURE OF ACTION

- ☐ Reduce number of regular teachers Number ________
- ☐ Reduce number of substitute teachers Number ________
- ☐ Reduce number of specialized teachers Number ________
- ☐ Reduce number of supporting professional staff members Number ______
- ☐ Reduce appropriations for teaching materials, etc.
- ☐ Reduce number of teacher aides Number ________
- ☐ Other: ____

OUTCOMES OF THE ACTION (As cited)

- ☐ Larger classes for remaining teachers
- ☐ Shortened day for students
- ☐ Reduction in educational program offerings
- ☐ Reduction in educational services
- ☐ Reassignment of professional personnel to classroom teaching
- ☐ Plans for shortened year
- ☐ Other: ____
- ☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

- ☐ Federal
- ☑ State
- ☐ Local

Reduction because of enrollment decrease, only

Date Received ____________________ Date Processed ____________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED New Mexico

School System Title Albuquerque Enrollment ________ Teachers ______

SOURCE Philip Gongales, Assoc. Supt. for Finance Date ____________________

NATURE OF ACTION

☐ Reduce number of regular teachers Number ________
☐ Reduce number of substitute teachers Number ________
☐ Reduce number of specialized teachers Number ________
☐ Reduce number of supporting professional staff members Number ______
☐ Reduce appropriations for teaching materials, etc.
☐ Reduce number of teacher aides Number ________
☐ Other: ____________________

OUTCOMES OF THE ACTION (As cited)

☐ Larger classes for remaining teachers Grades 1-3 increased from 25 to 1 to 27 to 1
☐ Shortened day for students
☐ Reduction in educational program offerings 8 librarians
☐ Reduction in educational services 3 nurses 1 principal
☐ Reassignment of professional personnel to classroom teaching
☐ Plans for shortened year
☐ Other: Consultant Service cut
☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

☐ Federal
☒ State -- Failure to increase
☐ Local

Stand still budget
No increase in salaries
Maintained critical level of 27:1 for all grades but increased grades 1-3 to 27:1 from 25:1 last year.

Date Received ____________ Date Processed ____________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

3 systems have had cutbacks - they'are not unusual

LOCATION REPORTED Carrington, Linton, and Ellenton, North Dakota

School System Title ____________ Enrollment ________ Teachers _____

SOURCE E. S. Kille, Executive Sec. No Date 9-16-71

NATURE OF ACTION

☒ Reduce number of regular teachers Number ?
☐ Reduce number of substitute teachers Number ________
☐ Reduce number of specialized teachers Number ________
☐ Reduce number of supporting professional staff members Number ______
☐ Reduce appropriations for teaching materials, etc.
☐ Reduce number of teacher aides Number ________
☐ Other: ____________

OUTCOMES OF THE ACTION (As cited)

☐ Larger classes for remaining teachers
☐ Shortened day for students
☒ Reduction in educational program offerings ?
☐ Reduction in educational services
☐ Reassignment of professional personnel to classroom teaching
☐ Plans for shortened year
☒ Other: Reduction in extra-class activities
☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

☒ Federal has not done much in past
☐ State
☒ Local mostly

Date Received ____________ Date Processed ____________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Ohio

School System Title Cincinnati Enrollment ______ Teachers ______

SOURCE Guy Buddemyer, Dir. of Research Date ____________

NATURE OF ACTION

☒ Reduce number of regular teachers Number 372
☐ Reduce number of substitute teachers Number ______
☐ Reduce number of specialized teachers Number ______
☐ Reduce number of supporting professional staff members Number 39
☐ Reduce appropriations for teaching materials, etc.
☐ Reduce number of teacher aides Number 350
☐ Other: Sept. 1971 cuts

OUTCOMES OF THE ACTION (As cited)

☒ Larger classes for remaining teachers Class size increased by 1
☐ Shortened day for students Secondary course hours reduced from 160 to 120 hours
☒ Reduction in educational program offerings Interscholastic except senior varsity
☒ Reduction in educational services eliminated; Driver Tng. reduced
☐ Reassignment of professional personnel to classroom teaching
☐ Plans for shortened year Administrative & supervisory interns
☐ Other: eliminated.
☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

☐ Federal
☐ State Still in session
☐ Local Levy lost

A. $2,000,000 cut in 1970
B. 2,600,000 cut in Feb. 1971
C. 1,300,000 cut in Sept. 1971

February 1971 cuts: Security aids eliminated
$200,000 - Administrators & supervisors 380,000 paraprofessiona
$300,000 - teachers
100,000 - substitutes
100,000 - personal leave
150,000 - medical insurance
338,000 - kindergarten cut in half
200,000 - teacher librarians
350 positions eliminated

7658

Date Received ____________ Date Processed ____________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Ohio

School System Title Columbus Enrollment ______ Teachers ______

SOURCE Ex. Asst. Cunningham Date ____________

NATURE OF ACTION

- ☐ Reduce number of regular teachers Number 291
- ☐ Reduce number of substitute teachers Number ______
- ☐ Reduce number of specialized teachers Number 200 elem { reading, Ind. arts, art, music, guidanc
- ☐ Reduce number of supporting professional staff members Number 22
- ☐ Reduce appropriations for teaching materials, etc.
- ☐ Reduce number of teacher aides Number $500,000 - all except federal program
- ☐ Other: ______

OUTCOMES OF THE ACTION (As cited)

- ☑ Larger classes for remaining teachers Class size is up 2 to 3
- ☐ Shortened day for students
- ☑ Reduction in educational program offerings -- Enrichment loss, 4th & 5th yr. Lang dramatics, 8th gr. typing
- ☑ Reduction in educational services Counseling, Administration
- ☑ Reassignment of professional personnel to classroom teaching
- ☐ Plans for shortened year
- ☐ Other: 3 secondary schools on split sessions
- ☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

- ? ☐ Federal - Assume its coming
- ? ☐ State - Legislature not finished
- ☐ Local - Levy loss 3.4 mills and bond. Not going back in Nov.

Contingent on state legislation.
Elementary enrollment decreasing
Over-all stable

Date Received ____________ Date Processed ____________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Ohio

School System Title Dayton Enrollment ________ Teachers ________

SOURCE Dr. Oldiges, Director of Research Date ____________

Yes

NATURE OF ACTION

- ☐ Reduce number of regular teachers Number 75
- ☐ Reduce number of substitute teachers Number 20%
- ☐ Reduce number of specialized teachers Number 2
- ☐ Reduce number of supporting professional staff members Number 9
- ☐ Reduce appropriations for teaching materials, etc. -- 80% last year; more this
- ☐ Reduce number of teacher aides Number Some
- ☐ Other: ~~Capital outlay - cut~~

OUTCOMES OF THE ACTION (As cited)

- ☑ Larger classes for remaining teachers
- ☐ Shortened day for students
- ☑ Reduction in educational program offerings
- ☐ Reduction in educational services -- slight reduction
- ☐ Reassignment of professional personnel to classroom teaching
- ☑ Plans for shortened year
- ☐ Other: ____________
- ☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

- ☐ Federal No loss
- ☐ State No increase since 1966. Going further in hole
- ☐ Local

Levies: lost 3 last year; 1 year before

Closing: Oct. 15 until January

7660

Date Received ____________ Date Processed ____________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Oklahoma

School System Title Oklahoma City Enrollment 1st day approx. 64,000 Teachers ______

SOURCE Dr. Bill Lillard, Supt. Date 9/17/71

NATURE OF ACTION

- ☐ Reduce number of regular teachers Number ______
- ☐ Reduce number of substitute teachers Number ______
- ☐ Reduce number of specialized teachers Number ______
- ☐ Reduce number of supporting professional staff members Number ______
- ☐ Reduce appropriations for teaching materials, etc.
- ☐ Reduce number of teacher aides Number ______
- ☐ Other: ______

OUTCOMES OF THE ACTION (As cited)

- ☐ Larger classes for remaining teachers
- ☐ Shortened day for students
- ☐ Reduction in educational program offerings
- ☐ Reduction in educational services
- ☐ Reassignment of professional personnel to classroom teaching
- ☐ Plans for shortened year
- ☐ Other: ______
- ☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

- ☒ Federal Slight decrease
- ☐ State
- ☐ Local

No drastic change in salary or programs.
Slight increase in state and local funding.

7661

Date Received 9/15/71 Date Processed ______

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Oklahoma

School System Title Tulsa Public Schools Enrollment 75,000 (down 2,000) Teachers 3,378

SOURCE Mr. Worhman, Dir. of Budget Date ______

☒ Yes. Have had financial cut-back this year.

NATURE OF ACTION

☒ Reduce number of regular teachers Number ______ 225 positions cut
☐ Reduce number of substitute teachers Number ______
☐ Reduce number of specialized teachers Number ______
☒ Reduce number of supporting professional staff members Number ______
☐ Reduce appropriations for teaching materials, etc.
☒ Reduce number of teacher aides Number 73 (Largely accompaniasts for musi
☐ Other: ______

OUTCOMES OF THE ACTION (As cited)

☐ Larger classes for remaining teachers--State has a maximum which will not be exceeded.
☐ Shortened day for students
☐ Reduction in educational program offerings--Being considered for next year.
☒ Reduction in educational services-- Cut accompaniasts for music.
☒ Reassignment of professional personnel to classroom teaching -- Few
☐ Plans for shortened year
☒ Other: Reduced maintenance and operating services.
☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

* ☒ Federal-- Manpower aid.
☒ State-- Gave more but not enough to offset inflation and increased staff salary costs.
☒ Local-- At limit now. No increase.

*Likely to have to drop federal programs which normally would require increased local funds to continue.

Cut: $329,053 for non-certificated staff salary
1,682,657 for salaries of certified staff
50,000 for teaching materials
150,000 for maintenance
15,000 from capital outlay

- Budget of $44.8 million
- Normally would have budget of $47 million

Enrollment has dropped. They had hoped to use normal income to improve programs, services, and staffing.

7662

Date Received 9/16 Date Processed ____

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Portland, Oregon

School System Title Portland Enrollment 72,000 Teachers 3,500

SOURCE Ed Schneider -- Superintendent's Office Date ____

NATURE OF ACTION NONE

☐ Reduce number of regular teachers Number ____
☐ Reduce number of substitute teachers Number ____
☐ Reduce number of specialized teachers Number ____
☐ Reduce number of supporting professional staff members Number ____
☐ Reduce appropriations for teaching materials, etc.
☐ Reduce number of teacher aides Number ____
☐ Other: ____

OUTCOMES OF THE ACTION (As cited)

☐ Larger classes for remaining teachers
☐ Shortened day for students
☐ Reduction in educational program offerings
☐ Reduction in educational services
☐ Reassignment of professional personnel to classroom teaching
☒ Plans for shortened year reduced by 20 days
☐ Other: ____
☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

☐ Federal
☐ State
☒ Local reduced $6.8 million

7663

Date Received ____________________ Date Processed ______________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Philadelphia, Pennsylvania

School System Title ____________________ Enrollment 285,000 Teachers 12,000 - 13,000

SOURCE Sheldon Tahss - Finance Office Date 9/16/71

NATURE OF ACTION

☒ Reduce number of regular teachers Number 513 ($4,600,000)
☒ Reduce number of substitute teachers Number $1,400,000
☒ Reduce number of specialized teachers Number 54 ($481,000)
☒ Reduce number of supporting professional staff members Number 68 ($796,000)
☒ Reduce appropriations for teaching materials, etc. ($785,000)
☐ Reduce number of teacher aides Number _________
☒ Other: Non-Professional teaching staff No. 76 ($333,000)

OUTCOMES OF THE ACTION (As cited)

☒ Larger classes for remaining teachers
☐ Shortened day for students
☒ Reduction in educational program offerings
☒ Reduction in educational services ($1,300,000)
☒ Reassignment of professional personnel to classroom teaching
☒ Plans for shortened year 5 weeks ($33,000,000)
☒ Other: Administration operations ($19,922,000)
☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

☐ Federal
☐ State
☒ Local

proposed budget	$393,725,000
adopted Budget	330,251,000
reductions	63,474,000

Union is fighting for 100 positions in court.

7664

Date Received 9/15

Date Processed ______

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Pennsylvania

School System Title Pittsburgh Public Schools Enrollment 73,000 Teachers 3,500

SOURCE Superintendent of Schools Date ______

NATURE OF ACTION

- ☐ Reduce number of regular teachers Number ______
- ☐ Reduce number of substitute teachers Number ______
- ☐ Reduce number of specialized teachers Number 1
- ☒ Reduce number of supporting professional staff members Number ?
- ☐ Reduce appropriations for teaching materials, etc. -- Freeze 75%
- ☐ Reduce number of teacher aides Number ______

25% of teaching materials budget requires endorsement to spend.

OUTCOMES OF THE ACTION (As cited)

- ☐ Larger classes for remaining teachers
- ☐ Shortened day for students
- ☐ Reduction in educational program offerings
- ☐ Reduction in educational services
- ☐ Reassignment of professional personnel to classroom teaching
- ☐ Plans for shortened year
- ☐ Other: Central staff
- ☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

- ☒ Federal -- Lunch program
- ☐ State
- ☐ Local

Optimistic

Wage tax could shrink and curtail local funds.

7665

Date Received ____________ Date Processed ____________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Rhode Island

School System Title Providence Enrollment ______ Teachers ______

SOURCE Charles Bermurdaro Date ____________

NATURE OF ACTION

- ☐ Reduce number of regular teachers Number ______
- ☐ Reduce number of substitute teachers Number ______
- ☐ Reduce number of specialized teachers Number ______
- ☐ Reduce number of supporting professional staff members Number ______
- ☐ Reduce appropriations for teaching materials, etc.
- ☐ Reduce number of teacher aides Number ______
- ☐ Other: Non-professional - 45 clerical and custodial

OUTCOMES OF THE ACTION (As cited)

- ☐ Larger classes for remaining teachers
- ☐ Shortened day for students
- ☑ Reduction in educational program offerings
- ☐ Reduction in educational services
- ☐ Reassignment of professional personnel to classroom teaching
- ☐ Plans for shortened year
- ☐ Other: ____________
- ☐ Information is not clear or complete

Long-range planning resources,
in-service education & contracts
with enrichment programs; music,
field trips

WHICH SOURCE OF FUNDS ARE CUT BACK?

- ☐ Federal Holding own
- ☐ State
- ☑ Local severe conversatism
  fiscal dependence

Status quo in teacher aides.

Budget up minimally; we have reduced non classified personnel 45
custodial
clerical
Next year severe

All administrator salaries frozen--local decision
1/3 teachers increase through dropouts; 2/3 from state.

7666

Date Received ____________________ Date Processed ______________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED South Carolina

School System Title Charlestown Enrollment ________ Teachers ______

SOURCE Mr. D. Gordon Garret Date ______________

☒ Haven't reduced. Just haven't staffed up

NATURE OF ACTION

☒ Reduce number of regular teachers Number ________

☐ Reduce number of substitute teachers Number ________

☐ Reduce number of specialized teachers Number ________

☒ Reduce number of supporting professional staff members Number ______

☒ Reduce appropriations for teaching materials, etc.

☐ Reduce number of teacher aides Number _________

☐ Other: ____

OUTCOMES OF THE ACTION (As cited)

☒ Larger classes for remaining teachers

☐ Shortened day for students

☒ Reduction in educational program offerings

☐ Reduction in educational services

☐ Reassignment of professional personnel to classroom teaching

☐ Plans for shortened year

☐ Other: ____

☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

☒ Federal -- Impact cut 874-- $750,000

☐ State

☐ Local

Off enrollment
Losing population from Lycoming plant layoffs.

Date Received ______________ Date Processed ______________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Greenwood County, South Carolina

School System Title Greenwood Co., School Dist. Enrollment 57,000 Teachers 2,300

SOURCE J. F. Hall, Sup't. Date 9-16-71

NATURE OF ACTION

- ☒ Reduce number of regular teachers Number 5 art teachers
- ☐ Reduce number of substitute teachers Number ______
- ☒ Reduce number of specialized teachers Number 6 counselors
- ☐ Reduce number of supporting professional staff members Number ______
- ☐ Reduce appropriations for teaching materials, etc.
- ☐ Reduce number of teacher aides Number ______
- ☒ Other: a few reductions in adult ed.

OUTCOMES OF THE ACTION (As cited)

- ☐ Larger classes for remaining teachers
- ☐ Shortened day for students
- ☒ Reduction in educational program offerings
- ☒ Reduction in educational services
- ☐ Reassignment of professional personnel to classroom teaching
- ☐ Plans for shortened year
- ☐ Other: ______
- ☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

- ☒ Federal Emergency School Assistance $360,000
- ☒ State Adult Education $20,000
- ☐ Local

7668

Date Received September 17, 1971 Date Processed ______

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED South Dakota

School System Title Rapid City Independent Enrollment ______ Teachers ______

SOURCE Dr. Charles Lindley Date ______

NATURE OF ACTION

Reduction accomplished by no salary increase and belt-tightening.

No ☐ Reduce number of regular teachers Number ______
No ☐ Reduce number of substitute teachers Number ______
* ☒ Reduce number of specialized teachers Number ______
☒ Reduce number of supporting professional staff members Number 4 supervisors
☒ Reduce appropriations for teaching materials, etc.
☐ Reduce number of teacher aides Number ______
☐ Other: ______

OUTCOMES OF THE ACTION (As cited)

☐ Larger classes for remaining teachers
☐ Shortened day for students
☒ Reduction in educational program offerings
☒ Reduction in educational services
☐ Reassignment of professional personnel to classroom teaching
☐ Plans for shortened year
☐ Other: ______
☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

☐ Federal
☐ State
☒ Local

*Reduced physical education teachers by 50%; reduced nurses, guidance, and art teachers.

7669

Date Received ____________ Date Processed ____________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Tennessee

School System Title Memphis Public Schools Enrollment ________ Teachers ________

SOURCE Mr. Ray Holt, Asst. Supt. Date ____________

Have had cut-backs

NATURE OF ACTION

- ☒ Reduce number of regular teachers Number 35 (did not fill positions opened by attrition.)
- ☐ Reduce number of substitute teachers Number ________
- ☐ Reduce number of specialized teachers Number ________
- ☐ Reduce number of supporting professional staff members Number ________
- ☐ Reduce appropriations for teaching materials, etc.
- ☒ Reduce number of teacher aides Number 103
- ☐ Other: ____________

OUTCOMES OF THE ACTION (As cited)

- ☐ Larger classes for remaining teachers
- ☐ Shortened day for students
- ☒ Reduction in educational program offerings-- Federal P.E., Achievement Emphasis classes
- ☒ Reduction in educational services
- ☐ Reassignment of professional personnel to classroom teaching
- ☐ Plans for shortened year
- ☐ Other: ____________
- ☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

- ☒ Federal-- PL 89-10
- ☐ State
- ☐ Local

Date Received ____________ Date Processed ____________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Nashville, Tennessee

School System Title Metro Nash-Davidson Co. School Projected K-12 Enrollment 96,000 Teachers 4,40

SOURCE Elbert D. Brooks, Dir. of Schools Date 9-17-71

NATURE OF ACTION

☒ Reduce number of regular teachers Number 274 (by attnition only)
☒ Reduce number of substitute teachers ~~Number~~ $50,000
☐ Reduce number of specialized teachers Number ________
☒ Reduce number of supporting professional staff members Number 11
☐ Reduce appropriations for teaching materials, etc.
☒ Reduce number of teacher aides ~~Number~~ $250,000 eliminated from proposed budget
☐ Other: ________

OUTCOMES OF THE ACTION (As cited)

☐ Larger classes for remaining teachers
☒ Shortened day for students
☐ Reduction in educational program offerings
☐ Reduction in educational services
☒ Reassignment of professional personnel to classroom teaching
☐ Plans for shortened year
☐ Other: ________
☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

☐ Federal
☐ State
☒ Local $2,165,289 reduction of Board recommendation

Senior high school students are restricted to only 5hrs. of classes. School day shortened to 5 hours. Study hall periods were eliminated.
9 asst. principals and interns and 2 supervisory positions were eliminated
Reassignment of professional personnel was made on Court order rather than fiscal cutback.

Date Received ____________ Date Processed ____________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Fort Worth, Texas

School System Title Ft. Worth Ind. School District Enrollment 82,900 Teachers 3,800

SOURCE Joe Sherrod Asst. to Supt. Date 9-16-71

NATURE OF ACTION

☐ Reduce number of regular teachers Number ________
☐ Reduce number of substitute teachers Number ________
☐ Reduce number of specialized teachers Number ________
☐ Reduce number of supporting professional staff members Number ________
☒ Reduce appropriations for teaching materials, etc.
☐ Reduce number of teacher aides Number ________
☒ Other: Reduce assistance to out-of school centers.

OUTCOMES OF THE ACTION (As cited)

☐ Larger classes for remaining teachers
☐ Shortened day for students
☒ Reduction in educational program offerings
☒ Reduction in educational services
☐ Reassignment of professional personnel to classroom teaching
☐ Plans for shortened year
☐ Other: ________
☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

☒ Federal Title I $140,000
☐ State School lunch $200,000 - will terminate program
☐ Local PL 874 $1,000,000

TEXAS

HOUSTON INDEPENDENT SCHOOL DIST. Sept. 17,1971

Mary Lou Clayton, Asst. to the Acting General Supt.

She stated that the budget last year was $160,475,172 and that the budget this year was $178,238,896, but that of this total, $16,584,733 represented reserve funds. The school district was realizing an enrollment reduction from 247,000 last year to an estimate of 228,000 this year.

The programs that had been financed from state and local funds were being kept intact but they had suffered cut backs in federal funds involving their Model cities program, Title I programs ($4 million) and free lunch deficit of $300,000.

She stated they were in real need of the federal funds that were being cut back as the bond issue was turned down in 1969 and there were no indications that they could go to the voters for an approval at this time or in the immediate future.

7673

Date Received ______________________ Date Processed ______________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Texas

School System Title San Antonio Enrollment ________ Teachers _______

SOURCE Paul Coni Date ______________________

☒ Holding position until they know. Congress not assuring anything.

NATURE OF ACTION

- ☐ Reduce number of regular teachers Number ________
- ☐ Reduce number of substitute teachers Number ________
- ☐ Reduce number of specialized teachers Number ________
- ☐ Reduce number of supporting professional staff members Number _______
- ☐ Reduce appropriations for teaching materials, etc.
- ☐ Reduce number of teacher aides Number _________
- ☐ Other: ______________________________

OUTCOMES OF THE ACTION (As cited)

- ☐ Larger classes for remaining teachers
- ☐ Shortened day for students
- ☐ Reduction in educational program offerings
- ☐ Reduction in educational services
- ☐ Reassignment of professional personnel to classroom teaching
- ☐ Plans for shortened year
- ☐ Other: ______________________________
- ☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

- ☐ Federal
- ☐ State
- ☐ Local

No cut-back at this time. Some increase in budget but unless Federal meets its commitments they will be in trouble.
Some professionals and paraprofessionals if community aid has been used as go-between.
After school employment of teachers would be cut.
Second year implementation - may have to cut back some integration promotion activity.
NDEA 3; ESEA 2; ESEA 1

7674

Date Received ____________ Date Processed ____________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Salt Lake City, Utah

School System Title Granite School District Enrollment ________ Teachers _____

SOURCE T. H. Bell, Superintendent Date 9-17-71

X very light budget because fed. increases not keeping pace with program cost

NATURE OF ACTION

none of these

- ☐ Reduce number of regular teachers Number ________
- ☐ Reduce number of substitute teachers Number ________
- ☐ Reduce number of specialized teachers Number ________
- ☐ Reduce number of supporting professional staff members Number ______
- ☐ Reduce appropriations for teaching materials, etc.
- ☐ Reduce number of teacher aides Number ________
- ☐ Other: ____________

OUTCOMES OF THE ACTION (As cited)

none of these

- ☐ Larger classes for remaining teachers
- ☐ Shortened day for students
- ☐ Reduction in educational program offerings
- ☐ Reduction in educational services
- ☐ Reassignment of professional personnel to classroom teaching
- ☐ Plans for shortened year
- ☐ Other: ____________
- ☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

- ☐ Federal
- ☐ State
- ☐ Local

Date Received 9/15/71 Date Processed ______

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Vermont

School System Title Montpelier Enrollment ______ ~~Teachers~~ All professional 130

SOURCE Mr. Weiss Date ______

NATURE OF ACTION

- ☐ Reduce number of regular teachers Number ______
- ☐ Reduce number of substitute teachers Number ______
- ☐ Reduce number of specialized teachers Number ______
- ☐ Reduce number of supporting professional staff members Number ______
- ☐ Reduce appropriations for teaching materials, etc.
- ☐ Reduce number of teacher aides Number ______
- ☐ Other: ______

OUTCOMES OF THE ACTION (As cited)

- ☐ Larger classes for remaining teachers
- ☐ Shortened day for students
- ☐ Reduction in educational program offerings
- ☐ Reduction in educational services
- ☐ Reassignment of professional personnel to classroom teaching
- ☐ Plans for shortened year
- ☐ Other: ______
- ☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

- ☑ Federal
- ☑ State
- ☐ Local

Budget: $2,000,000; $100,000 more needed for program.
Status quo budget this year. Cutbacks for next year.
State share decrease absorbed by local.
State cutbacks in driver education and in general aid
Federal cutbacks: ESEA - $5,000
III - 60,000 program wiped out
874 - 4,000
Lunch - 2,200 - 2,400 - summer supplement
Total -$71,400

7676

Date Received ____________ Date Processed ____________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Virginia

School System Title Norfolk Enrollment ______ Teachers ______

SOURCE Frances Lesser in Mr. Smith's office Date ______

NATURE OF ACTION Actual loss:

- ☐ Reduce number of regular teachers Number 40 77 requested
- ☐ Reduce number of substitute teachers Number ______
- ☐ Reduce number of specialized teachers Number ______
- ☐ Reduce number of supporting professional staff members, secretarial Number 12
- ☐ Reduce appropriations for teaching materials, etc.
- ☐ Reduce number of teacher aides Number ______
- ☐ Other: ______

OUTCOMES OF THE ACTION (As cited)

- ☑ Larger classes for remaining teachers
- ☐ Shortened day for students
- ☑ Reduction in educational program offerings
- ☐ Reduction in educational services
- ☐ Reassignment of professional personnel to classroom teaching
- ☐ Plans for shortened year
- ☐ Other: ______
- ☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

- ☑ Federal 874
- ☐ State - because of desegretation, loss in state revenue
- ☐ Local

Note: Request increase of $2,839,091 to give teachers cost of living increase raise fringe benefits, meet inflation and add programs. $1,419,000 reduced.

Cut in teachers was necessary to meet cost of bussing, etc.

Date Received ____________________ Date Processed ____________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Edmonds, Washington

School System Title Edmonds School Dist.#15 Enrollment 27,400 Teachers 1,330

SOURCE Jack Allen, Assistant Superintendent Date 9/17/71

NATURE OF ACTION

- ☐ Reduce number of regular teachers Number ________
- ☐ Reduce number of substitute teachers Number ________
- ☐ Reduce number of specialized teachers Number ________
- ☒ Reduce number of supporting professional staff members Number 9
- ☒ Reduce appropriations for teaching materials, etc. Library budget from 180,000 to 106,000 books
- ☒ Reduce number of teacher aides Number 3 hrs. per day for 28 schools
- ☐ Other: ____________________

OUTCOMES OF THE ACTION (As cited)

- ☐ Larger classes for remaining teachers
- ☐ Shortened day for students
- ☐ Reduction in educational program offerings
- ☐ Reduction in educational services
- ☒ Reassignment of professional personnel to classroom teaching
- ☐ Plans for shortened year
- ☒ Other: 30% minimum cut in purchase order items
- ☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

- ☒ Federal Title II-cut in district expenses made ineligible for $32,000
- ☒ State $347,000 due to change in formula for bonus points on evaluation
- ☒ Local Toll millage in State formula resulted in loss of $27,000

$15,000 in interest on short cash bal. in tax collections
$46,500 increased cost of oil fuel
$ 4,000 mandated liability insurance related to student riots
$60,000 required increased benefits to all personnel
$39,000 shortage for depreciation rate payments on school buses
$150,000 not passed on second special levy.

Had to close 3 elementary schools to seduce cost of fuel. 3 principals, 3 librarians and 3 special reading teachers were "downgraded" in assignments

Social Security change from $7800 to $9000 cost $73,000 as District share

7678

Date Received ____________ Date Processed ____________

SUMMARY WORKSHEET FOR DATA ABOUT FINANCIALLY INDUCED STAFF CUT-BACKS

Note: Limit responses to financially induced cut-backs. Disregard effects of lower enrollment and or the wage price freeze.

LOCATION REPORTED Seattle, Washington

School System Title Highland Sc. District #401 Enrollment ? Teachers ?

SOURCE Mr. George Posnick, Asst. Supt. Date 9-17-71

NATURE OF ACTION

☐ Reduce number of regular teachers Number None
☐ Reduce number of substitute teachers Number None
☐ Reduce number of specialized teachers Number None
☐ Reduce number of supporting professional staff members Number None
☒ Reduce appropriations for teaching materials, etc. 25% & equip. 50%
☐ Reduce number of teacher aides Number None
☐ Other: ____________

OUTCOMES OF THE ACTION (As cited)

☐ Larger classes for remaining teachers
☐ Shortened day for students
☒ Reduction in educational program offerings Elimination of Fed. supported*
☐ Reduction in educational services
☐ Reassignment of professional personnel to classroom teaching
☐ Plans for shortened year
☐ Other: ____________
☐ Information is not clear or complete

WHICH SOURCE OF FUNDS ARE CUT BACK?

☒ Federal Some - amount unkown at present
☒ State
☐ Local

Not drastically cut

*Easly learning program and Foreign language in elementary schools

FROM CHARLES S. BENSON

UNIVERSITY OF CALIFORNIA, BERKELEY,
Berkeley, Calif., October 11, 1971.

Hon. WALTER F. MONDALE,
Chairman, Select Committee on Equal Educational Opportunity, U.S. Senate,
Washington, D.C.

DEAR SENATOR MONDALE: This letter is in response to your kind request that I make comments on possible Federal roles in reform of finance of public elementary and secondary education. Herewith are my observations.

1. The first and broad role of the Federal government should be, in my opinion, to support the fiscal bases of our several state governments. Assuming compliance with the dictum of *Serrano v. Priest* that wealth not influence quality of education within the states, one is led to the conclusion that state governments must allocate additional revenues to the public schools simply to establish such compliance. To remove the influence of wealth on education requires that expenditures in the large number of low-wealth, low-expenditure districts be brought up to acceptable standards. This can only be done by injecting money from a higher level of government into those districts. (No one can imagine that states could obtain compliance with *Serrano v. Priest* by forcing high-wealth, high-expenditure districts to reduce their expenditures sharply, one reason being that most of these expenditures are contractual in nature.) My concern is that state governments which are obliged to raise their education budget for this purpose of compliance will slight other social welfare activities, such as health, low cost housing, and the more developmental types of welfare accounts. There is strong reason to believe that performance of schools with respect to disadvantaged youth is itself extremely sensitive to these very kinds of expenditures that might suffer as states move toward compliance with *Serrano*. This would thwart whatever egalitarian purpose exists in *Serrano*. Hence, I would plead for renewed consideration of revenue sharing, welfare assumption, tax credits, or some combination of the three.

2. Educational policy makers lack models of good pedagogical practice. We have superior education in high-priced private schools, in some specialized central city high schools, and in some of the more fortunate suburbs. For the most part all of these institutions are inhabited by students of moderate to superior academic abilities. It is hard to find a good ghetto school that has a tradition of excellence. Occasionally, an outstanding principal will achieve reknown for a ghetto school, but the momentum he provides commonly is short lived. Yet, state governments desperately need information on effective programs for students from poor homes. Without such information, it is entirely possible that state efforts to comply on *Serrano* will come to be seen as much ado about nothing. I suggest that the Federal government undertake to operate a set of superior institutions in downtown areas. The analogy is to the teaching hospital. Physical facilities should be outstanding. So should the staff. The activities of these institutions should be comprised of applied research, teacher training of both pre- and in-service types, as well as instruction of students. In my opinion, only the Federal government has sufficient resources, independence, and flexibility to produce success in such a venture. I would stress that I feel the Federal government should operate the institutions. Presently, there is in USOE and experimental schools program. Under that program, school districts may aply for funds to establish experimental programs. Please note that the administration and staffing of these programs remain in the hands of the local authorities. This USOE approach to experimental schools may well be commendable, but it is no substitute for seeing what Federal authorities themselves can establish in exploring the learning requirements of disadvantaged youth.

3. The *Serrano* decision appears to imply a greater degree of centralization of education administration and finance in state government (though the degree of centralization will surely vary from one state to the next). I feel this general direction toward centralization of large scale resource management will speed up the establishment of statewide collective bargaining. There is an opportunity here, I believe. At the present time local authorities, including the very largest, appear to do only a relatively small amount of preparatory work for bargaining. As responsibility for bargaining shifts toward the higher level of government, the very size of contracts, together with the fact that a new bargaining agent is coming on the scene, may establish a climate in which such preparatory work

would be taken seriously. By preparatory work, I mean the kind of activities that large enterprises in the private sector engage themselves in: collection of data, reexamination of priorities, explorations of means of raising productivity, assessment of acceptance by the unions of alternative employer demands, etc. Basically, this is a kind of planning activity that we see too little of, especially in local government programs. I believe the Federal government could perform an important service in helping bargaining agents to understand the nature of preparatory work and to appreciate its significance. This would be a missionary effort. I stress the target on the employer side simply because teachers' unions are already well aware of the significance of preparatory work.

4. Reform of education finance will be more productive as the Federal government continues its efforts in research. I would hope that the research could become more practical and policy-oriented. By saying this, I do not mean that the research should lack rigor. Here are three topics of the kind I have in mind: (1) investigation of complementarities of educational services and other social welfare activities; (2) studies of how to economize on the time of students in gaining mastery of different subjects and skills; (3) studies of how to assure equitable provision of basic educational services (implying a greater degree of uniformity), while allowing parental and student choice in supplementary types of instruction or in the high school years.

5. As you pointed out in the Hearings before the Select Committee on Equal Educational Opportunity, September 23, 1971, the *Serrano* decision may be thought to apply between the states as well as within. Clearly, only the federal government can act effectively to remove the influence of wealth on educational programs of the different states. We discussed the possibility of an approach to this problem through expanded Title I, i.e., through raising substantially the level of household income to establish eligibility. I would now like to suggest another approach, one which would be free of cumbersome monitoring to see that the Title I funds were spent on target populations. What I suggest is similar to the proposal of the Committee for Economic Development of a few years back. The idea is that the Federal government would provide the funds to see that any state which taxed itself through state and local levies at national average state/local tax rates for public elementary and secondary education had educational expenditures per student at least up to the level of national average expenditures per student. The cost of implementing this proposal would be surprisingly modest.

With best wishes,

Respectfully yours,

CHARLES S. BENSON, *Professor.*

Appendix 4

ITEMS PERTINENT TO THE HEARING OF OCTOBER 5, 1971

Material Submitted by the Witness

FROM DAVID SELDEN

American Federation of Teachers,
October 14, 1971.

Hon. Walter F. Mondale,
U.S. Senate,
Washington, D.C.

Dear Senator Mondale: I have received a great deal of favorable comment as a result of the testimony I gave before your committee recently. I want to thank you again for the opportunity.

You will recall that you asked us to send you some additional information about three topics, as follows:

1. The More Effective Schools Program
2. The Voucher Plan
3. The Gary, Indiana Bannecker School Experiment

The voucher article is a reprint from the Teachers College Record. The material on the More Effective Schools Program is rather voluminous, but perhaps you can have a staff member go through it and select what is best for your purposes. I call your atention to the two letters from teachers in More Effective Schools. I think they both are touching. There are four articles on the Gary, Indiana Bannecker School Experiment, which I am sure you will find very interesting.

Thanks again for the great support and assistance you are giving us.

Yours very truly,

David Selden, *President.*

Enclosures.

DESIGN FOR AN EFFECTIVE SCHOOLS PROGRAM IN URBAN CENTERS

"MES is based on
insistence that ghetto boys and
girls must be given
the tools to make their way in the
society outside the ghetto."

—David Selden, President
American Federation of Teachers
AFL-CIO

Prepared by
The National Council for Effective Schools, January 1965

Sponsored and Published by
The American Federation of Teachers, AFL-CIO

Fourth Revision, May, 1969
Fifth Revision, May, 1971

The AFT Program is based on an over-all plan devised to meet the educational needs of the schools of today. It contains the basic components missing in those schools which are not in the program. Staff, space, and budgetary conditions create opportunities for creative thinking and experimentation with new or modified teaching and supervisory practices; experimentations with new classroom, school and community relationships; new and creative use of teaching material; creative use of personnel; a new concerned look at our children and their potential for learning, and an evaluation of the learning process itself.

AN EFFECTIVE SCHOOLS PROGRAM IN URBAN CENTERS

The crisis of inadequate urban schools is nationwide. The convergence of disadvantaged populations in slum areas, the lack of socio-economic opportunities, the marginal cultural experiences, as well as the exposure to impoverished schools, perpetuate and further precipitate a host of social evils.

The schools are the only social agency to which all of the children of our multi-ethnic population are exposed. It is here where we should provide opportunities for intellectual challenge, integrated relationships, and cultural and emotional enrichment.

In view of our economic wealth and our great reservoirs of knowledge, we are spending relatively less on our schools than many poorer countries. Schools today lack the commitment necessary to fulfill basic educational needs. The gap is widening at a tragic pace because of the tempo of current social change. This is where we have come after a hundred and fifty years of democratic education.

There are controlling basic components essential to all educational systems. The omission of any threatens the minimal adequacy of all. What the AFT here proposes is not revolutionary. It is simply a reaffirmation of the integral elements of any school system which aims to be educational rather than custodial. What exists now in most urban centers is an extensive deficit in the essentials necessary to any educational system. Teachers cannot work under such conditions without violating their integrity as professional educators.

Is it unreasonable to ask for:

1. A seat and a desk for every child for a full school day?
2. A building of viable size? Giant schools magnify within their walls the impersonal regimentation and crowding which are so oppressively a feature of modern urban life. Can we not create within the school a small world where children feel safe? Where there is a room for every class and every rightful activity?
3. A class small enough so that every child can receive the individual attention necessary for learning and growth? Is not informed adult support a condition for the cultivation of curiosity, a prerequisite for learning and development?
4. A policy of selecting supervisors who are sensitive to the needs of these children, their community, and their teachers, and respectful of their potential?
5. A system of providing efficiently, adequately, and promptly those supplies necessary for a well-functioning curriculum?
6. A pupil-staff ratio that allows for sufficient number of specialized personnel, librarians, psychologists, social workers, counselors, reading experts, in a peer-team relationship with teachers in meeting a common challenge?
7. A range of services specially designed to recognize the many factors which contribute to the malfunctioning of children and to develop new programs of rehabilitation? Does not the lack of these services generate a rising clamor for more punitive controls and for the exclusion of children? The disruptive actions of these children are only intelligible when seen as a symptomatic defense against intolerable conditions in the school and the larger community.
8. A democratic framework that elicits the genuine involvement of the teachers in formulating and developing a

climate appropriate to these children?

9. Recognition that the school can no longer afford to be an alien island in an urban village? Leadership by boards of education in mobilizing the immediate school community for a bootstrap operation? More extensive opportunities for parents, neighbors, and school personnel to meet at home and in school, to be exposed to each other's personalities and aspirations? Is it not conceivable that this might lead to a mutuality of understanding and trust which is basic to effective education?

10. A plan aiming at totally integrated schools that would give all our children the opportunity to learn about and live with children of a wide variety of national, religious, ethnic, and cultural heritages? Can we not take advantage of this educationally favorable climate to help our children develop a world without prejudice?

11. A curriculum less invested with middle-class values and accents, and more respectful of the current meaningful realities and strengths of our multi-faceted population?

Well-meaning spokesmen, trying to meet the crisis, do battle for one component or another of a sound school system. They may struggle for experienced teachers or smaller classes or a full school day for every child. Each of these components is unquestionably important; but a school is a unit whose health is indivisible. All essential elements must operate simultaneously or none will prove fruitful.

If sound conditions for education are established, the children will learn. If teachers are given a professional challenge, they will respond like other professionals. They will rise to meet the challenge. They will seek to further their own understanding.

The reconstruction of inadequate school systems throughout the country is an enormous job, too large for substantial solution on a local basis. It is essential that federal and state governments become involved. Urban educational systems can, however, start this program in a few schools each September. Success would create its own momentum for extension. Nothing less will work.

We believe that a school system, like every social institution, has an elastic potential for better or worse. A better school system can make a major contribution to the community as a social solvent.

We believe that this program can effectively reduce academic disabilities, educational frustration, delinquency, and dropouts more than any investment in additional special services.

The Effective Schools program is offered by the American Federation of Teachers as a feasible project. We believe that it is not only theoretically sound, but practically effective, and therefore propose rapid annual expansion until there are no more substandard schools. **While no single element in the program can in itself assure success, lack of any of these elements is a guarantee of failure. In this sense each is essential.**

A responsible board of education must assume leadership, in the solution of this problem, in partnership with the staff, to give the teaching staff and the community reasonable hope of success and to inspire them to renewed enthusiasm.

Housing effective education

In a large school, children are apt to be herded and regimented. In a small school, children can have personal relationships with all members of the staff with whom they have contact. Teachers feel responsible for their children's progress and take pride in their individual achievement and the achievement of the school as a whole.

The New York State Department of Education recommends an elementary school population of 400 to 800 pupils. A nationwide survey of educators sets a figure of 800 pupils as the most effective.

Faced with the reality of meeting the needs of the children in seriously inadequate schools, we propose to accept the figure of 1,000 as the upper limit. It is our position that, through drastic reorganization, these inadequate buildings can serve as a base for effective education.

We must insist, however, on sufficient room within the building to afford a seat for each of these 1,000 children and a room for each class. In addition, space is essential for special services for the physically, intellectually, and socially maladjusted pupils, and for the supportive services.

Recommendations

1) Schools should have adequate facilities for 800 to 1,000 pupils, with provision for every needed special service.

2) If a school has a population in excess of the number which can be effectively housed, the excess children should be transferred and provision made for them elsewhere by one of the following procedures:

a. redistricting

b. bussing children to underutilized schools

c. installing demountable units on an emergency basis until more permanent housing can be built

d. constructing classrooms in available unutilized space in existing school buildings

e. using space in housing projects for extra classrooms

f. setting up classrooms in commercial buildings.

Class size

"The pedagogic tasks which confront teachers in the slum schools are far more difficult than those which their colleagues in the wealthy suburbs face.

"Yet in the suburbs there is likely to be a spacious modern school staffed by as many as 70 professionals per 1,000 pupils: in the slum one finds a crowded, often dilapidated and unattractive school staffed by 40 or fewer professionals per 1,000 pupils.

"The contrast challenges any complacency we may have about our method of financing public schools."

—Slums and Suburbs, James B. Conant

Every child has the right to a dependent relationship with adults. Too many children in so-called "difficult" schools have been deprived of this childhood right because class sizes have been much too large and supporting services too meager.

Unless this right is returned to them, their educational progress will be severely limited. Bonuses for teachers will not return this right.

Grant the children an adequate number of professional adults on whom to depend, and you grant them the right to be curious, which is the basis of learning. For the first time the adults will have the opportunity to see the children as individuals and to build curriculum tailored to the needs of the individual and the group.

In the light of the tremendous growth of curriculum orientations derived from many disciplines, effective education is a function of an appropriately small class size.

If class registers were lowered and the classroom teacher were supported by an adequate number of consultants, creating a child-adult ratio of at most 12 to one, the children of these schools might come into their own. Any higher ratio would be ineffective.

Recommendations

1) Class size should not be larger than 18 to 22; and where indicated, no larger than 15 or fewer.

2) The over-all child-adult ratio should not be greater than 12 children to one professional adult.

Administration and supervision

"(Principals) and their assistants are frequently busied in routine clerical, supply, and repair work to the point where they are unable to provide adequate supervision over instruction. Too often they are pressed by their burdens into using their assistants and even their teachers for routine tasks that could well be performed by less professionally qualified persons."

—The Instructional Program in the Public Schools of New York City, New York State Education Department

The success of this program will depend largely on the character of the principal chosen for each Effective School. To head each of these schools successfully, we need a supervisor who can understand underprivileged children and their families; who is sensitive to their needs, problems, aspirations, and frustrations; who is highly skilled in intergroup and interpersonal relations; who is emotionally mature; whose own security is not threatened by an expression of disagreement from the faculty, the children, or the community; and who believes in his program strongly enough to resist any attempt to water it down.

He must be a person of genuinely sophisticated professional attainment, who keeps abreast of new developments in the field of education and related disciplines. He should be a person who can inspire trust and confidence in the children, the parents, and the teachers with whom he will work.

Once we have chosen such a principal we must not permit him to be buried in routine clerical, supply, and repair work. An administrative assistant should be provided to insure the principal's freedom to supervise and improve instruction.

Recommendations

1) A subcommittee of the board of education should be designated to supervise this program.

2) A committee consisting of a psychiatrist or a psychologist, a sociologist, and a supervisor should be chosen to interview and recommend principals for the pilot schools. This committee should set up criteria for choice, in the light of principles set forth above.

3) To insure sympathetic supervision in the upper echelons, the same committee should be constituted as a standing committee permanently available to assist the principals.

4) In a large school system these schools should be designated as a tentatively autonomous school district, and placed under the authority of a single field superintendent.

5) Each school should have an administrative assistant whose primary interest is in the management aspects of this program, to free the principal for greater participation in the educational aspects of the program.

Staffing

"There are thousands upon thousands of devoted, hardworking professionals in the New York City school system. They are struggling against incredible odds to provide education of high quality to children in their care."

—The Instructional Program in the Public Schools of New York City, New York State Education Department, 1962

An extremely important factor in the teacher's unwillingness to remain in slum schools is the frustrating nature of the task under present conditions. Make the conditions such that real learning is seen to be going on, and the flight of teachers from these schools will be reversed.

Under ideal conditions we would ask for the screening of teachers for these schools, using the same criteria we have set down for principals. However, it is unrealistic to consider restaffing these schools completely.

We should therefore plan on retaining the present staff and rely upon a wide campaign to attract volunteers elsewhere.

Many teachers would be willing to volunteer if they were assured that: 1) Viable conditions for teaching were being created; 2) Provision were made for genuine participation by the faculty in the solution of the school problems; 3) Criticism could be made without fear of retaliation, even in the most subtle form, and 4) Teachers would have the right at the end of the first year to return to their home schools if, in their own opinion they cannot work freely, happily, and effectively with the children and the community.

Recommendations

1) Guarantees should be given that if the teacher finds, by the end of the year, that he is not suited to work in this school situation, there will be a transfer, without prejudice, back to the home school or to any school with a vacancy which is agreeable to the teacher.

2) Guarantees should be given that if, at the end of the year, either teacher or principal requests a transfer, there shall be one without prejudice, back to the home school or to any school with a vacancy which is agreeable to the person requesting the transfer.

Democratic staff involvement

It is essential that the staff take an active part in formulating the direction in which the program shall move. Genuine involvement of the teachers can result only from the opportunity to help work out ways of resolving the many professional issues which face them, *e.g.*, selection of teaching aids, preparation of course materials, utilization of resource personnel, and formulation of plans for individual children.

Experience has shown that it is essential to set up machinery for such involvement of the faculty, as partners with the school administration in developing an effective educational program for the children. The assumption of such a role would act as a major instrument in further identifying teachers with the school, resulting in even greater loyalty and creativity.

Recommendations

1) Teachers in each school should be invited to work closely with the principal in formulating school policy.

2) Provide time during the school day for conferences of teachers with other teachers, with administrators, students, parents, and with specialized personnel.

3) The ratio of professional personnel to children should be adequate to permit such conferences without depriving the children of instructional time.

Furnishing necessary tools

Our schools have been on a starvation diet of few books and fewer supplies. The lack of books, supplies, and other curriculum materials has been a major factor in the steady erosion of both teacher and pupil morale. In the schools in disadvantaged neighborhoods the inventories fade while the learning deficit piles up.

If we are to reverse this process, we must increase the budget to meet unfilled needs, so as to create conditions which will stimulate learning and attract faculty. There should also be an allowance for use in emergencies, at the discretion of the principal, similar to sums contributed by parents' associations in more favored areas.

Exploratory teaching materials should be made available to the schools, and curriculum assistants should be assigned. Moreover, an orderly flow of supplies to the school, and within the school, must be insured. These should be readily available to teachers upon request.

Recommendations

1) Make provision in the budget to meet all the needs of children and teachers for books, supplies, audio-visual materials, et cetera.

2) Set up a central depot for these schools, with a representative of central headquarters to act as expediter, to insure a steady flow of supplies to the pilot schools.

3) Treat the school allotment as a charge account, allowing for weekly orders and deliveries, with monthly statements rendered, to be checked with school records. This will eliminate the considerable gap which now exists between order and delivery.

4) Set up a center in each school for experimental teaching materials, including paperback books.

5) Assign school aides to make needed supplies available to teachers at all times during the school day.

Relationship of teachers and specialized personnel

It is suggested that the "team approach" be applied to the consideration of the relationship between the teacher and specialized personnel. The team concept requires the bringing together of representatives of related disciplines in a peer relationship, meeting on a regular basis, around common problems, with similar goals.

Thus, specialized personnel (curriculum coordinators, psychologists, counselors, social workers, psychiatrists, *et al.*) should work on a sustained team basis with the teacher, focusing on the potential of the group as well as the individual child for furthering the educational goals.

Moreover, instead of the traditional "face-to-face" relationship between the individual child and the clinician (psychologist, social worker, or psychiatrist), the emphasis would be on meeting the child through the counselor and through the teacher, in a supportive, peer relationship with both.

The team approach would require time for periodic conferences. Our program provides sufficient professional personnel to allow conference time without depriving the children of instructional time. It also would require arranging for supplementary training beyond the professional-competency level of the disciplines involved. (We anticipate that one of the outcomes of such a training program would be a "crossing" of traditional lines.)

Provisions for the orientation of school aides must be included in the training program to help insure educationally appropriate utilization of their skills.

Recommendations

1) Provide specialized personnel in sufficient numbers to give assistance within the classroom, and to participate as team members in the exploration of curriculum areas.

2) There should be at least one full-time counselor for each 400 pupils. This is higher than the 250 recommended by the federal government, but it is a realistic figure with other aides provided.

3) One psychologist-social worker-psychiatrist team for two schools, with each member of the team being responsible for one school, and on call for the other.

4) A workshop-type training for all, including school aides.

5) Within the basic structure of the school program, provision for conference time, including time for meetings of specialized personnel with teachers.

Educating the malfunctioning child

The malfunctioning pupil is one of the major factors responsible for the inexperienced and transient character of the staff in the "difficult" school. By the malfunctioning child we mean the educationally disabled, the socially disruptive, or the emotionally disturbed child.

There is reason to believe that the high incidence of these children in slum area schools is a symptom of the general failure to provide an appropriate educational context for these youngsters.

This is not to ignore, as important causal factors in maladaptive behavior, the non-school determinants, but to reorient our expectancies of the schools as our most viable instrument in the lives of these children. The primary aim, therefore, of our program for the malfunctioning child is to place the necessary means for working with these youngsters in the hands of the local school, where contact with a normal situation would be maintained, and where social ties based on mutual responsibility are strengthened.

Recommendations

1) *Provide effective clinical and guidance support, with emphasis on setting up an educational program for the school staff.*

2) *Provide a therapeutic program for the malfunctioning child, resting on an individual case study, based on a pooling of information gathered from educational, clinical, guidance, and familial sources.*

3) *Provide a hospital-connected pediatric service with opportunity for a thorough physical examination for each malfunctioning child and provision for complete follow-up.*

4) *Set up a "Junior Guidance Track" (small special classes of disturbed children carefully organized on a therapeutic basis) in each of these schools.*

5) *Plan for greater involvement of clinical-guidance services in existing classes for the exceptional child, the mentally retarded, the visually impaired, the physically limited, et cetera, since the overwhelming majority of children in this category suffer from associated emotional problems.*

6) *Insure more extensive educational opportunities by providing after-school and evening recreation programs, supervised after-school study and remedial facilities, weekend activities, and summer camp experiences for both children and parents.*

7) *Make a clinical and counseling program mandatory for state hospital returnees, designed to provide appropriate screening and placement before return to school, and sustained follow-up.*

8) *Provide other placement facilities for those children who are found, after a careful evaluation by clinicians and educators, to be so disturbed and damaged as to be unable to profit from a regular school program.*

Involving the community and its resources

Schools must guard against isolation from the community. We dare not encourage the cultural alienation which has created, between disadvantaged children and their parents, such tragic hostility, directed both at themselves and society.

The immediate school community must be mobilized for a bootstrap operation. This entails using federal, state, municipal, and neighborhood resources to provide for satisfying patterns of life and work.

More extensive opportunities for parents, neighbors, and school personnel to meet at home and in school, to be exposed to each other's personalities and aspirations, might lead to a mutuality of understanding and trust which is basic for effective education.

Every neighborhood now has social agencies of all kinds that are working in isolation and even, perhaps, at cross-purposes with one another. These agencies, including the public school, should be coordinated into a comprehensive neighborhood plan.

Local leadership groups, especially the local school board, should be intimately involved in the development and implementation of the plan.

Unless the school and the school board are not only willing to accept criticism without becoming defensive, but even to take the lead in exposing the inadequacies of our school system, there will be no genuine involvement on the part of the parents and the community.

Recommendations

1) The school should facilitate frequent meetings of parents and school personnel, individually and in small groups.

2) The school should take the lead in developing a comprehensive neighborhood plan, involving the entire community and the social agencies serving it.

3) The board of education should assume leadership on probing the inequities of our schools. It should welcome the cooperation of teacher and community groups and their constant critical evaluation.

4) The board of education should encourage the search for additional funds from the federal, state, and municipal governments, and from private foundations.

Integrating effective schools

In approaching the question of the so-called "difficult to staff" schools, we must recognize that most of them fall into this category because they are *de facto* segregated schools, reflecting the problems and evils of the ghetto that feeds them. As we work toward upgrading these schools, we must, simultaneously, work toward integrating them. Otherwise, we are working toward the creation of good segregated schools. Such schools, however successful, are still handicapped by the problems inherent in segregation, and the results, for teacher and pupil alike, are never as great as they would be without the handicap of segregation.

Therefore, the following recommendations are submitted in the subject-areas under consideration:

Recommendations

1) As redistricting, rezoning, and new construction proceed, under this plan, priority consideration must be given to the possibilities of achieving the greatest possible degree of physical desegregation of the student bodies of all the schools affected.

2) One of the serious problems of our segregated system today is that children seldom have the opportunity to see members of minority groups in socially acceptable positions of authority. The minority-group child needs this experience to aid in the creation of feelings of self-worth, and the identification with authority figures. The child of the so-called majority must have such exposure to serve as an important ingredient in the formation of positive rather than negative attitudes toward those who are different from himself. Therefore, it is important that a conscious effort be made to integrate the staff at all levels.

3) The desegregated student body and staff will not produce the desired result in terms of an integrated educational experience unless the curriculum and teaching materials reflect both the historical contributions and the day-to-day participation in our society of all groups. Such materials are available, and the necessary extra effort must be expended to acquire them. It may be advisable to set up a special curriculum committee, which will include teachers, similar to the committee on staffing, to recommend and supervise the required changes.

4) In view of past alienation of school and community in minority group areas, this is an especially important and sensitive area of concern. It will be important to guarantee that those people on the staff who are involved in any way in community contact be properly and thoroughly prepared, through in-service training courses, special workshops in human relations, et cetera, prior to assuming their duties. It is important, also, that the community be well-informed and involved from the beginning in the changes being made and the reasons for them. Such effort to inform and prepare teachers, supervisors, and the community should also be inaugurated in those areas in which schools with fewer problems are located.

Providing for on-going evaluation and adjustment of the program

As in the case of any responsible part of the school system, it is reasonable to expect that there will be periodic evaluations of the curriculum, program, methods, relation to other parts of the school system, et cetera.

We recognize the necessity for building into these schools, from their inception, the personnel and funds needed for the continuous study and evaluation of the entire program by a body other than the one administering the program.

This is an essential prerequisite for the careful accumulation of the materials necessary for a sound evaluation. It is essential that what is done here should be reported to the appropriate professional and official bodies.

Recommendations

1) *Provide research specialists from an outside agency for the schools, to formulate and apply appropriate research criteria for the evaluation of the program.*

2) *Make appropriate adjustments based upon these evaluations.*

Estimate of additional costs for the first step

Budgetary appropriations have been far below the minimum needs of our school systems year after year. In order to make up the backlog and make a new start in our blighted urban education areas, we must recognize that tremendously increased efforts and expenditures will be necessary.

The budget must make adequate provision for teachers, classrooms, books, supplies, and the continuing development of know-how.

Additional classrooms, demountable units, temporary housing, structural changes in the buildings selected for the program, costs of bussing children to underutilized schools, all of which measures may be necessary to reduce the populations of the selected schools to feasible proportions, would have to be provided for from the capital budget or other sources.

There are too many variables to permit an estimate. It is possible that in some schools no additional costs for these purposes would arise.

Concluding statement

This design for Effective Schools should be considered tentative and minimal. There are important areas left out: early childhood education,[*] emphasizing the new developments in pre-kindergarten and kindergarten education; teacher training for urban education; an on-going staff retraining program; orientation of staff; recruitment; use of staff, evaluation, financing, et cetera.

It is the hope of the committee, some of whose members helped to design the basic New York City Plan, that each school system may find the proposed AFT design of some value in developing its own program to fit its specific local needs.

One fact must be recognized by all concerned with the plight of American urban education: the time for carefully planned and asserted action to improve our urban schools is now. We cannot and dare not wait.

This design is based largely on the plan drawn up by the United Federation of Teachers and which was the prototype for the More Effective Schools program now in operation in New York City in 27 elementary schools.[**] *Additional elementary schools will use this program in future years.*

The New York City program for More Effective Schools was drawn up by a joint committee consisting of an equal number of representatives from the Office of the Superintendent of Schools, the United Federation of Teachers (AFT), and the Council of Supervisory Associations. This committee was officially appointed by the school superintendent to study the proposals made by the UFT. All changes, improvements, and the inclusion of many significant specifics had to be acceptable to all three cooperating groups. The committee consulted with and sought advice from many organizations and leaders in the areas under consideration.

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[*] Since this was written (late in 1964) an early childhood program has been built into each of the More Effective Schools.

[**] Today, the following cities have similar programs: Detroit, Baltimore, Chicago, Yonkers, Cleveland. A number of other cities are seriously considering the adoption of similar programs based on the guidelines in this design.

The Effective Schools Program is a specific, school-by-school approach to the problem of providing schools which can really educate children in spite of any environmental handicaps they may bring to school with them.

We favor district-wide improvements in the quality of education, of course, but these improvements come so gradually that their impact is lost. In addition to these over-all improvements, a specific number of schools should be singled out each year for drastic, total improvement.

The Effective Schools Program is more than a form of compensatory education. It is a total school-wide program for all the children in each of the More Effective Schools. At present, it is limited to elementary schools. The Effective Schools Program should be initiated in the areas of a district which need it most, but we look forward to the time when ALL schools will be truly effective.

—Simon Beagle, Chairman
National Council for Effective Schools

THE QUALITIES OF A MORE EFFECTIVE SCHOOL

(In New York City)

A More Effective School is qualitatively different from other comparable schools because it contains the following teaching and learning conditions:

- A school register of 1,000 or less.
- Class registers with a *maximum* of 22. Kindergarten and pre-kindergarten classes have a *maximum* of 15 with two licensed teachers available.
- Each group of three classes has an additional teacher who is part of the cluster of the three classes (Cluster Teacher). She is a classroom teacher who shares equally in the responsibilities of the cluster and provides the coverage so that each teacher in the cluster may have a daily preparation period. She is an organic part of the cluster team, frequently teaching in the classroom with one of the other teachers.
- School secretaries are provided on the ratio of one full-time secretary for every 250 children.
- School guidance counselors are provided on the ratio of one for every 350 children.
- OTPs (Other Teaching Positions) are provided, mainly to train and work as a team with classroom teachers. The OTP teacher is programmed to work with individual children or small groups, to assist the classroom teacher by providing the services and the techniques as such may be needed, and to carry out other functions as outlined in their job-analysis programs.
- Teacher Aide time by parents is provided on the ratio of one hour per day per 20 children to free teachers from non-teaching chores.
- Special funds for additional supplies, above what is budgeted for the regular schools, are allowed on the ratio of $25 for each child.
- A yearly special contingency fund is provided on the ratio of $2.50 per pupil. This fund may be used as the needs of the school develop.
- A full-time psychologist, social worker, attendance teacher, health counselor, community coordinator, and speech therapist are assigned to each More Effective School.
- A psychiatrist is provided on the same basis of one for each four ME Schools.
- Additional medical and dental services are provided.
- Money has been set aside for teacher orientation before the opening of an ME School. Such training is also provided during the school year.
- Weekly conference time is provided, during school hours, for cluster and grade meetings.
- Supervisors are offered special seminars (during school hours) by colleges as opportunities to exchange ideas, evaluate practices, and evolve new approaches to supervision and teaching in More Effective Schools.
- The principals of the ME Schools meet monthly, on a seminar basis, so that some range of acceptable over-all school management, supervision, and administration guidelines may be developed for such ME Schools, based on honest democratic involvement of the total staff as outlined in the original plan.
- Each ME School is permitted a great deal of latitude and opportunity for a fluid, flexible approach to school and class organization, largely to be determined by the specific needs and development in each of the schools.
- The total cost per child for the above improvements is estimated to be about $218 (in 1964).*

It is to the credit of New York City that its educational authorities adopted the above plan in 1964. There are now enough indices to point to the success of this program in terms of pupil achievement; reduction in school and classroom tensions; in an increase in teacher, pupil, and parent morale; and in greater community interest and participation.

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* The estimate for 1970-1971 is about $350 per pupil per year above that estimated for children in Title I schools not in the MES program. Most of this cost is federally funded.

Good intentions are not enough.

Neither is a mere recognition of the problems facing our deteriorating public school systems. There must be a collective will to do something to solve our educational problems. Such collective will must be created, organized, vitalized, and directed by concerned, knowledgeable, dedicated community leaders representing all segments of the community. Such event must take place to the end that Effective Schools will exist for all children, especially for the underprivileged.
Now is the time to organize and fight for such schools. Delay is unthinkable.

"Studies of previous achievement showed that these children, on the average, had been improving only six months in reading during any previous eight-month period, so that they fell further and further behind national norms during each school year. Under MES during the eight months between October, 1964, and May, 1965, the children, on the average, made far greater gains in reading than they ever had before."

—Superintendent's Report, 1965,
(New York City)

"Standardized test results in reading and arithmetic show favorable gains in ability and skills by the MES pupils whether or not they are compared in growth with national norms or with a comparable control group of schools. Speech and oral communication data also revealed growth of pupils.

—Superintendent's Report, December 7, 1966,
(New York City)

"By the criteria we used, the observers saw above-average school functioning in the ME Schools and consistent qualitative differences in favor of the ME Schools. Consequently, they felt that the school day was worth more and that they would be satisfied, and even enthusiastic, about sending their child to these schools. . . . The data on class size and grouping indicate that the teachers in ME Schools were taking advantage of the small class size and using ability grouping more consistently than they had in 1967."

—"Evaluation of MES, 1967-68," an interim report by the Center for Urban Education (CUE), released in February

A longitudinal study of achievement-test results in a selected group of More Effective Schools, prepared by George Forlano and Jack Abramson of the New York City Bureau of Educational Research, shows: "The More Effective Schools as a group were more effective than the control schools in (1) reducing the reading retardation of their pupils, and (2) in producing larger percents of pupils who reached and surpassed the norm from initial to final test during the 1.6 school year period."

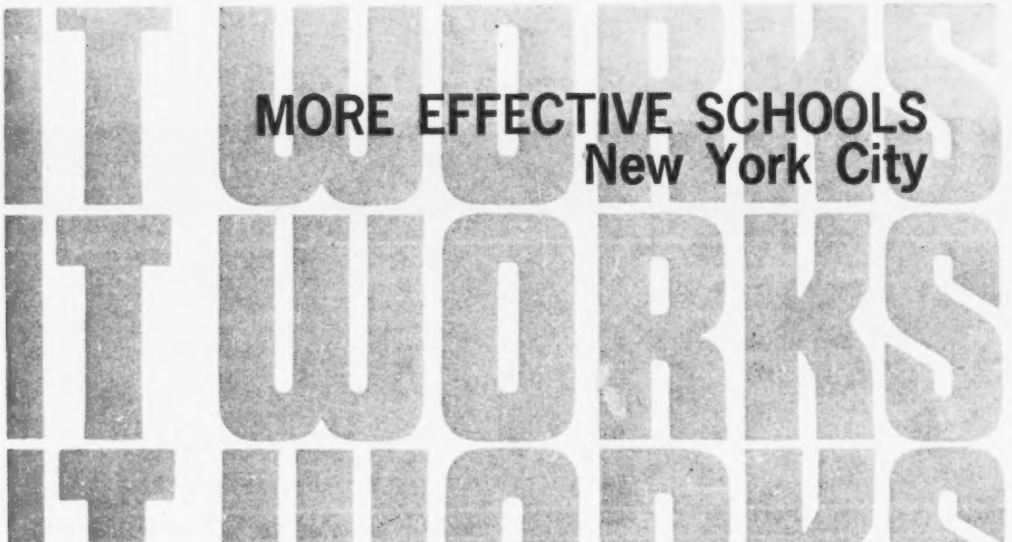
—United Teacher, August, 1968,
(United Federation of Teachers)

"The More Effective Schools Program has created schools which, in general, are more effective in teaching children in disadvantaged areas. In general, the small classes, heterogeneous grouping, relatively large staff, and abundant supplies made up an effective 'new design for education' (to quote the aim of the program planners) that cannot be fully appreciated solely by examining the pupils' test scores in basic academic skills. Such positive gains as a liking for school and learning, increased self-esteem, respect for others, and improved ability to work harmoniously in groups were noted as direct results of the MES methods. . . ."

—Evaluation Report, More Effective Schools Program in Poverty Area Schools (1968-1969) Psychological Corporation

"In the opinion of the evaluation, the More Effective Schools have become the means for enabling children in disadvantaged areas to acquire not only the skills necessary for academic success, but also those that will help them to realize their potential personal worth. This opinion is based on careful analyses and interpretation of the information collected from tests, observations, interviews, basic records, and questionnaires responses—all discussed in previous chapters of this report."

—Introductory paragraph, "Overall Evaluation," "The Evaluation Report," Psychological Corp., 1969-1970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MORE EFFECTIVE SCHOOLS
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NEW YORK CITY

One of a Series of

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U.S. Department of Health, Education, and Welfare
Robert H. Finch, Secretary

Office of Education
Peter P. Muirhead, Acting Commissioner

FOREWORD

This project report is part of an independent study of selected exemplary programs for the education of disadvantaged children completed by the American Institutes for Research in the Behavioral Sciences, Palo Alto, Calif., under contract with the U.S. Office of Education.

The researchers report this project significantly improved the educational attainment of the disadvantaged children involved. Other communities, in reviewing the educational needs of the disadvantaged youngsters they serve, may wish to use this project as a model - adapting it to their specific requirements and resources.

Division of Compensatory Education
Bureau of Elementary and Secondary
Education

7708

THE MORE EFFECTIVE SCHOOLS PROGRAM
IN NEW YORK CITY

Introduction

The More Effective Schools project brought about a large scale reorganization and expansion of the teaching and administrative staffs of the elementary schools of New York City. This was an effort to render the schools more effective in solving the basic language and mathematics problems of disadvantaged urban children.

The combined Negro-Puerto Rican population in all project schools was greater than 50 percent of the total school population. All classes in the prekindergarten through sixth grades were heterogeneously grouped.

The project was initiated in September 1964 in 10 New York City schools; the following fall an additional 11 schools joined the program. These 21 schools were chosen because their student populations had the severest language handicaps in the school system. The total number of children participating in the program in any single year after September 1965 was approximately 16,600.

Benefits claimed in language and math achievement as measured by standardized tests are conflicting due to the variety of evaluation designs employed. The several interpretations of the data are included in this report.

Personnel

A. Centralized Administrative Staff. (Two to five in number; full-time; usually assistant superintendents or assistant principals.)

They coordinated the activities of all 21 MES schools.

B. Principals. (Twenty-one in number; full-time; licensed by the Board of Education of New York City.)

They supervised projects in their respective schools.

C. Administrative Assistants. (Twenty-one in number, full-time.)

They assisted each principal by organizing and scheduling duties, and handling paper work.

D. Assistant Principals. (Sixty-three in number; full-time; usually three to a school; licensed by the Board of Education of the City of New York.)

Each assistant principal supervised one of the following: pre-kindergarten to grade two, grades three and four, or grades five and six; they conducted inservice teacher training, arranged parents' meetings, prepared monthly reports, and ordered supplies.

E. Pupil Personnel Team. (Twenty-one teams; one per school.)

1. Guidance Counselors. (Sixty-three in number; full-time; there were three per school; licensed by the Board of Education of the City of New York.)

2. Psychologists. (Thirteen in number; full-time; licensed by th Board of Education of the City of New York.)

3. Social Workers. (Full-time; minimum requirement of a Master's degree; licensed by the Board of Education of the City of New York in social work.)

They worked directly with the families of the pupils.

4. Attendance Teachers. (Full-time; usually qualified as social workers; licensed by the Board of Education of the City of New York.)

They visited the homes of pupils who were absent.

F. Psychiatrists. (Several; part-time.)

They dealt with pupils referred to them by the pupil personnel team.

G. Speech Improvement Teachers. (Twenty-one in number; full-time; one per school; licensed by the Board of Education of the City of New York.)

They trained teachers, provided demonstrations and assisted in team teaching.

H. Community Relations Coordinators. (Twenty-one in number; usually one per school; licensed teachers with demonstrated ability in the field of human relationships.)

They built a viable parents' association; they coordinated the school's program in the area of special service workshops, and directed other programs in which parents, school, and community were mutually involved.

I. Classroom Teachers. (About 300 in number; full-time; licensed by the Board of Education of the City of New York.)

J. Other Teaching Positions (OTP's) and Special Teachers. (One hundred and forty-seven in number; seven per school; full-time.)

They were selected by the principal to best meet the needs of the school in the following areas: library, reading instruction, corrective reading, art, music, audio-visual, science, language resource, and health education.

K. Secretaries. (Three to five per school; full-time.)

In addition to the above personnel, each school employed a group of aides who were uncredentialed and received an hourly wage. They assisted classroom teachers, the office staff, and the audio-visual staff. In a single year their assistance amounted to approximately 6,515 hours per school.

Methodology: General

It was the aim of the project to design an educational system which would focus on prevention of academic failure in the early years by starting education at the prekindergarten level, organizing small classes, hiring special subject teachers and a clinical team for each school, reorganizing classes into heterogeneous groups and providing intensive teacher training in the strategies of team teaching and non-graded instruction.

The specific project goals were (Fox, 1967):

1) To produce a measurable effect on pupil growth in reading and mathematics.

2) To create a learning climate characterized by enthusiasm, interest, and the belief among all levels of staff that they were in a setting in which they could function effectively.

No actual curriculum innovations were attempted on a program-wide basis. They were left to the initiative of individual teachers.

A description of the main features of the program follows.

A. Prekindergarten and Kindergarten Education

In an effort to teach the basic skills necessary to the acquisition of more sophisticated cognitive abilities, a prekindergarten program was offered to three- and four-year olds. The major goals of this program and the kindergarten program were 1) to develop desirable social attitudes and a sound self-image; 2) to develop oral communication skills basic to reading and other language art skills; 3) to foster independence in beginning research skills; 4) to extend gradually oral communication skills into meaningful written communication; 5) to develop numerical concepts basic to the understanding of mathematics; 6) to develop concepts basic to the understanding of other curriculum areas.

Prekindergarten children attended school a half day; kindergarten children, a full day. The classrooms were arranged into interest centers by grouping furniture and curriculum materials into areas that were meaningful to the children such as 1) Family Living; 2) Language Enrichment; 3) Math Experimentation; 4) Creative Arts; 5) Blocks; 6) Science; 7) Table Games and Toys.

Although the physical plants of the prekindergarten and kindergarten programs resembled each other in arrangement and composition of the raw materials of learning, the teachers used the classrooms differently. Prekindergarten children spent the larger part of the day exploring and experimenting with the materials. The kindergarten children were made to rely on the basic "doing" experiences of the prekindergarten years as a springboard for the sharing, recalling, and recording activities of the kindergarten program. The curriculum materials were evaluated and then chosen for the academic stimulation which they provided.

Teachers were expected to design the curriculum sequencing activities and the concomitant learning skills required to pursue effectively the activities.

A typical day in kindergarten would be divided into the following blocks of time, not necessarily in this order:

1) Experience with Raw Materials

2) Story Time

3) Music

4) Lunch and Rest

5) Planning and Discussion Groups

6) Outdoor Play

7) Trips

During all these blocks of time, the children worked in small groups rather than as one large class. One adult would direct or supervise each group.

The teacher played a key role in individualizing the instruction in these groups, by the nature of her questions. A child in the early stages of experiencing an activity would be asked to describe the concrete characteristics of a certain phenomenon; the child in a later stage of growth would be asked to abstract information from the same phenomenon. This role of the teacher made it necessary for her to know the learning stage which each child had reached and how best to capitalize on it in a group situation. For example, during a discussion about a particular photograph, one child might be asked to name objects in the picture, another child might explain what was happening, and a third child might be asked to project and tell what had happened before and what might happen next.

B. After School Study Centers

When the regular school session ended at 3:00 p.m., the buildings remained open until 5:00 p.m. for the After School Study Centers. The programs of these centers, tailored to meet individual needs, provided remedial, tutorial, library, and enrichment classes. The centers were staffed by regular school faculty and were paid for by funds provided by the Office of Elementary Education.

C. Class Size and Pupil/Teacher Ratio

In an effort to insure individual attention to each child's needs, MES reduced class size: a maximum of 15 pupils was mandated in prekindergarten, 15 in first grade, 20 in second grade, and no more than 22 in grades three to six. In comparison, the average class size in New York City schools prior to MES was 28.6 students.

A second indication of the effort to reduce pupil/teacher load was an increase in the school's complement of staff. This resulted in a pupil/teacher ratio of 12:3. Prior to MES the ratio was 25:1; in control schools the ratio was 21:1.

Average class size and pupil/teacher ratio were not the same. The difference arose from the fact that not every teacher assigned to a school was in charge of an organized class. Pupil/teacher ratio was computed by dividing the total pupil register of a school by the total number of authorized teaching positions in the school. Average class size was computed by dividing the pupil register by the number of organized classes in the school.

D. Heterogeneous Grouping

Grouping by class was done in a random manner to insure complete heterogeneity of abilities and personalities. Within classes, grouping was done by levels of achievement in various curriculum areas and according to special needs.

E. Innovative Teaching Methods Employed

All 21 schools used team teaching in order to make maximum use of the talents of their regular and special teachers. Each MES school had a team of four teachers for every three classes. This method was utilized on all grade levels and in all subject areas. The teachers met one period a week for a planning session.

One school used the non-graded block method of instruction for five- and six-year olds.

F. Extra Teaching Materials Supplied

Each school received its normal quota of supplies and then had these supplemented.

G. Provision for Children with Special Needs

To meet the needs of children with physical, emotional, and social problems, a teacher-guidance-medical team operated in each school. In addition to the teachers, the following personnel were available to each MES school: three guidance counselors, one social worker, one psychologist, one attendance teacher, and one part-time psychiatrist.

H. Use of Modern Equipment

A complete range of audio-visual equipment was used by all MES schools. This included the following: 16 mm sound motion picture and film strip projectors, film strip viewers, overhead projectors, slide and opaque projectors, tape recorders and phonographs with earphones and connection boxes, radios, and television receivers and cameras. Special emphasis was placed on using texts and other materials which stressed urban backgrounds and dealt with city children of varied racial and economic backgrounds. Closed circuit television was used in one school for direct teaching beamed to six classrooms. The availability of such resources was closely associated with intensive teacher training by an audio-visual specialist.

I. Teacher Specialists

Among the schools in the MES program the following numbers of specialists were used to enrich instruction:

Specialist	Number
Art	14
Music	19
Industrial Arts	2
Community Coordinator	21
Reading Improvement Teacher	13
Corrective Reading Teacher	19
Administrative Assistant	21
Audio-visual	21
English Language Resource	15
Librarian	21
Health Education	20
Science	8
Health Counselor	17

J. Instructional Emphasis

Prime emphasis in all grades was placed on the improvement of language skills in general and reading ability in particular.

K. Staff Morale

Personnel were recruited on a voluntary basis by applying for positions in the MES program. A democratic climate was maintained by means of regular meetings between and among teachers and other professional staff members and the United Federation of Teachers.

L. Professional Growth

Some provision was made for the professional growth of the MES staff. At a cost of $195,468 an orientation program for teachers and supervisors was implemented. In addition, inservice courses were offered in Early Childhood Education. Yeshiva University provided 14 scholarships for teachers at one MES school; Brooklyn College provided a seminar for all MES assistant principals; Teachers College provided an internship program at one school; and the Board of Education and cooperating colleges planned a series of inservice courses and seminars for teachers and supervisors of the program.

To provide for improvement of undergraduate teacher preparation, joint programs were established between MES and the following colleges and universities: Brooklyn College, City College of New York, Queens College, New York Medical College, Yeshiva University, and Long Island University.

M. Teacher Load

To allow teachers maximum time for concentration in instruction, each was provided a daily unassigned preparation period. A provision for relief from non-teaching duties was largely, but not completely, implemented.

N. Community Relations

The following are some of the specific responsibilities assigned to the Community Relations Coordinator: help plan Parents' Association meetings; conduct courses for parents (School Curriculum, Leadership, Spanish, Human Relations); enlist parent volunteers for activities; prepare survey of community resources for utilization by the school.

Evaluation

A. Measures of Achievement

The Metropolitan Achievement Tests in reading and arithmetic were used, in alternate forms, for a regular series of twice yearly testings of pupils in the More Effective Schools, and also in control schools. In a separate study of first-grade reading achievement in MES, the word-recognition subtest of the Gates Primary Reading Tests was used.

The results of the Metropolitan testings have been used in two contradictory evaluations of the MES program, each using a different basis for assessing measured benefits of cognitive achievement.

Fox (1967) was responsible for an evaluation which based a verdict of no benefits chiefly upon a comparison of the same schools' reading and arithmetic achievement profiles before and after the introduction of the program. Fox and his team saw no consistent trend towards improvement.

Forlano and his associates (Forlano and McClelland, 1966; Forlano and Abramson, 1968) evaluated the program too, and reached the conclusion that reading achievement in MES was indeed superior if MES were compared longitudinally with control schools matched on ethnic background.

In both evaluations, the verdicts were based on median scores rather than means. The median, as is well-known, is a less efficient statistic than the mean. Should the treatment provided in the program be more or less appropriate for any single homogeneous group in the sample (e.g., Negroes), the use of the median may either disguise or exaggerate this. In other words, if there is a bimodal distribution on some important quality, changes in the median may conceal or exaggerate its influence. Since the medians were used, however, in both studies, tests of significance should have been applied. In the Fox evaluation, no account was taken of the changes of student population in New York, where mobility rates run as high as 75 percent in some schools. Hence it is likely that the test medians used refer to different samples of students from one testing to the next, with differing exposure to MES. The exact effects of this mobility on MES and the control schools cannot be determined.

In the Forlano and Abramson (1968) report, mobility was eliminated as a factor by studies of pupils who had remained continuously enrolled in MES and of those who likewise had been continuously enrolled in the control schools. This technique enabled the evaluators to draw the conclusion that increased exposure to MES treatment increased achievement. The report was criticized by Gordon for not being specific enough about the basis for matching groups, but Forlano has shown that the groups were in fact carefully matched.*

Tables of certain data from the two evaluations are presented below as supporting evidence, together with graphical representations and comments on each.

First, Fox shows the profiles of each grade's October and May reading achievement scores in years before and after the commencement of the Old (1964) and New (1965) MES. These are represented in Tables 1 and 2 and Diagrams 1 through 4. Total grade group norms were used in calculating the medians, thereby raising the figures by 1 or 2 months, compared with modal age norms. Certainly the profiles show little consistent pattern. Quite considerable variations, both positive and negative, seem to have occurred concurrently with the introduction of MES. Since there is no comparison made with control schools in these tables, we do not know whether such fluctuations are characteristic of New York City schools.

Fox and his team also draw comparisons between eight ME and eight officially designated control schools, using median reading scores from grades two through five in October 1966 and April 1967. While differences were generally small, two-thirds of them favored MES Modal. Age, not total grade group norms, was used.

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* In a communication dated September 6, 1968.

Table 1

MEDIAN READING AGES FOR OLD AND NEW MES
OCTOBER 1964, 1965, AND 1966 (TOTAL GRADE GROUP NORMS)

	OLD MES		NEW MES	
Grade	Oct. 1964	Oct. 1966	Oct. 1965	Oct. 1966
2	1.8	1.8	1.6	1.8
3	2.6	2.5	2.4	2.4
4	3.0	3.3	3.2	3.2
5	4.0	3.8	4.1	3.7
6	4.9	5.1	4.6	4.6

[Source: Table 13, page 59, of Fox (1967)]

Table 2

MEDIAN READING AGES FOR NEW MES
MAY 1965 AND MAY 1967[a] (TOTAL GRADE GROUP NORMS)

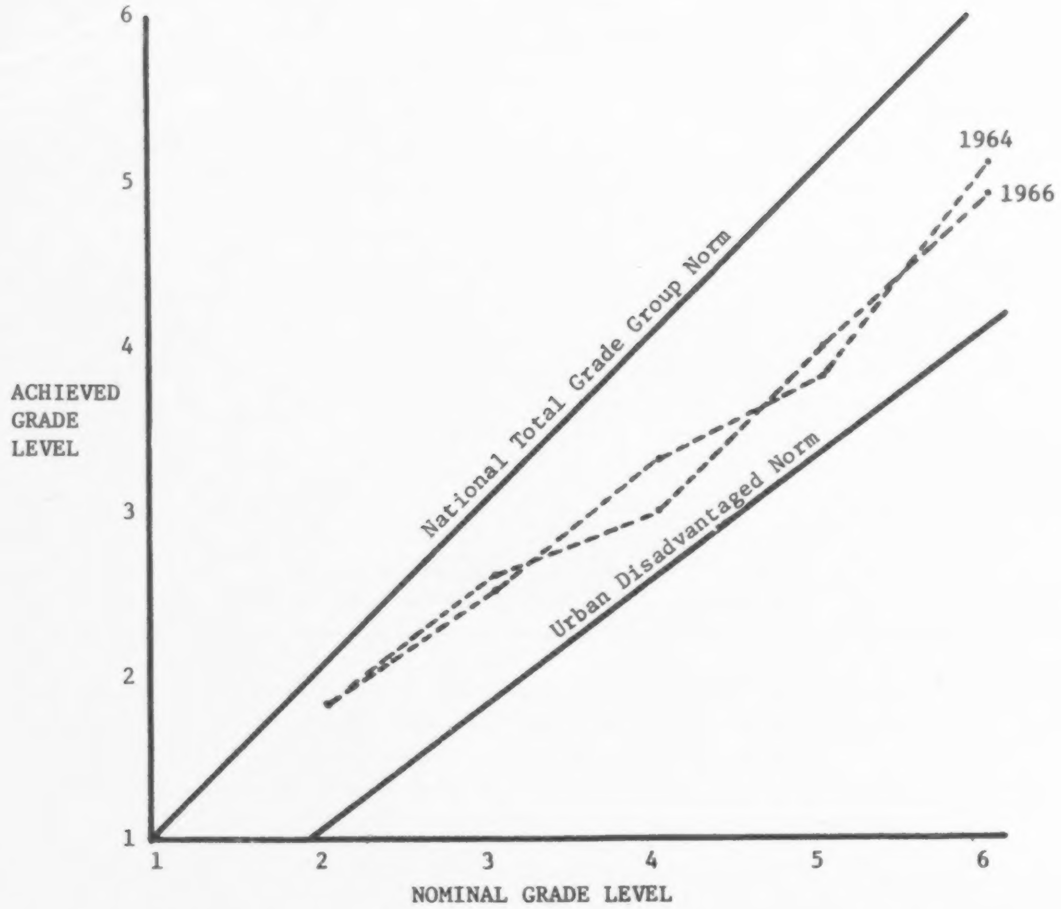
	OLD MES		NEW MES	
Grade	After 1 Year May 1965	After 3 Years May 1967[a]	After 1 Year May 1966	After 2 Years May 1967[a]
2	2.4	2.7	2.4	2.7
3	3.7	3.6	3.4	3.5
4	4.2	4.0	3.7	4.1
5	5.2	4.6	4.5	4.7
6	6.1	5.6	5.3	5.6

[a] These data for May 1967 were estimated by adding one month to the April 1967 data.

[Source: Table 13, page 59, of Fox (1967)]

Diagram 1

OLD MES READING PROFILES
OCTOBER 1964 AND OCTOBER 1966



Note: These profiles do not indicate the scores of a group of pupils in successive years, but show a comparison between the status of several grades in one year and those grades (but different pupils) in another year.

Diagram 2

NEW MES READING PROFILES
OCTOBER 1965 AND OCTOBER 1966

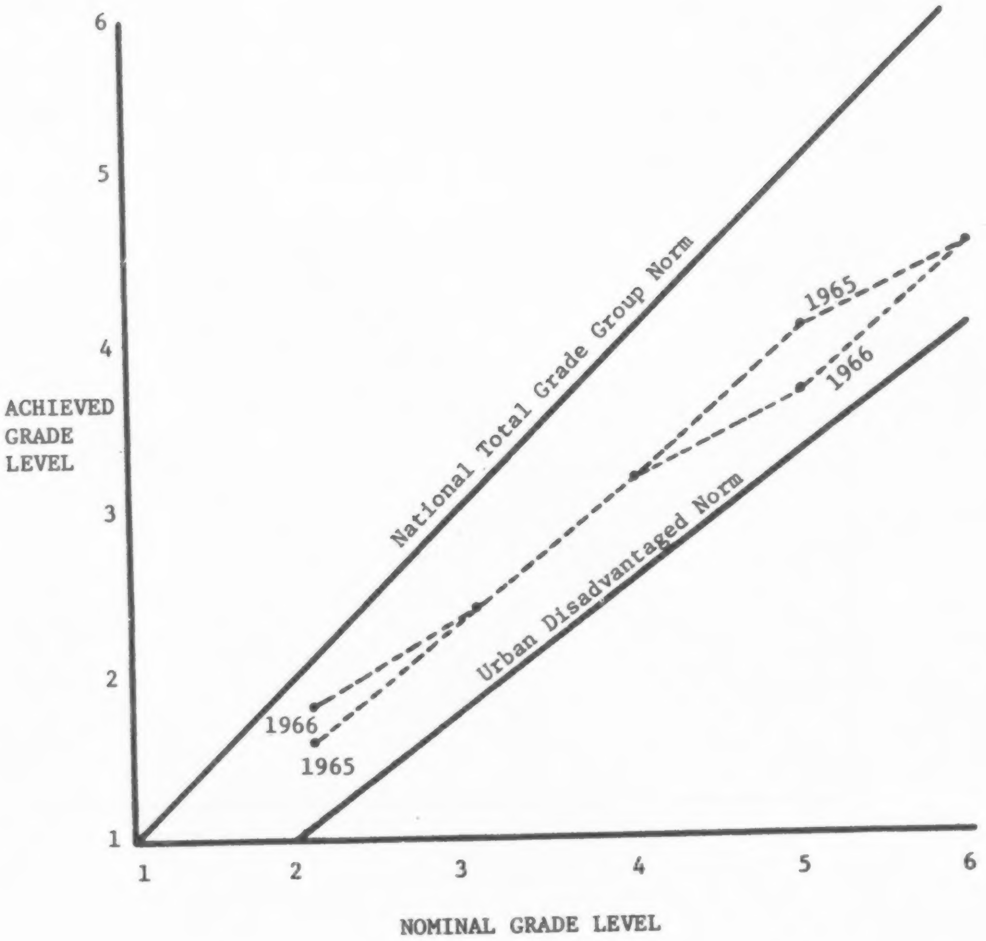


Diagram 3

OLD MES READING PROFILES
MAY 1965 AND MAY 1967

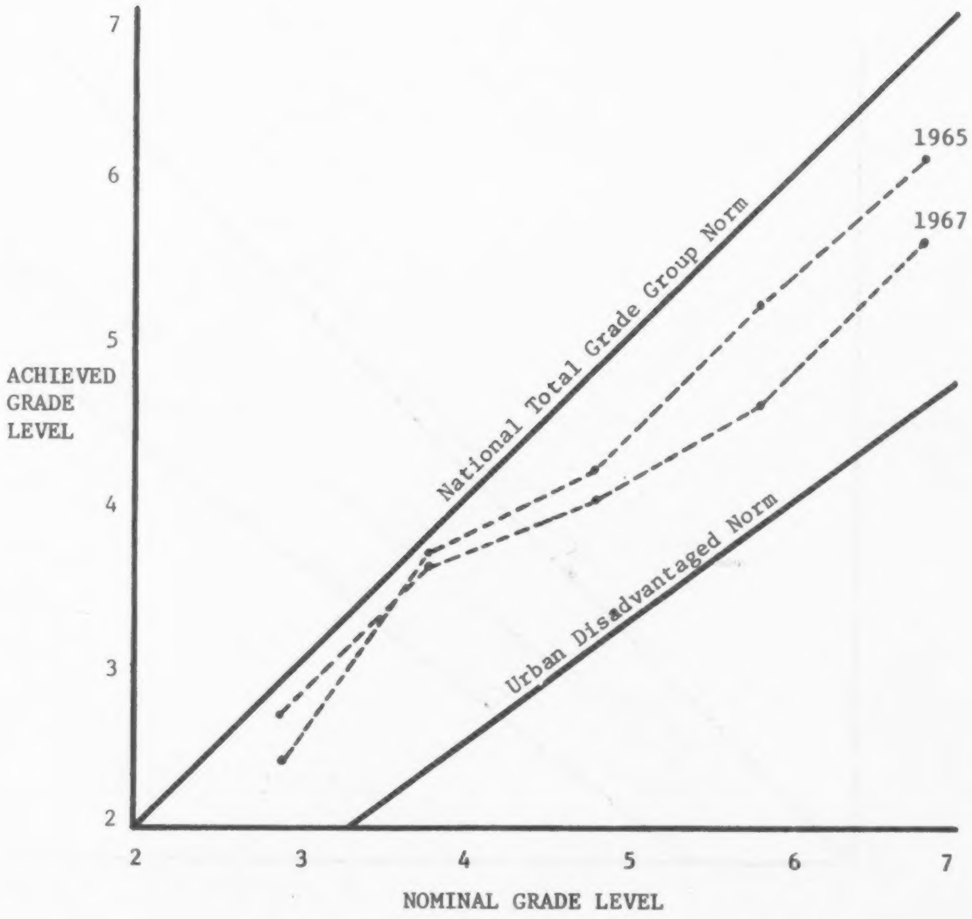
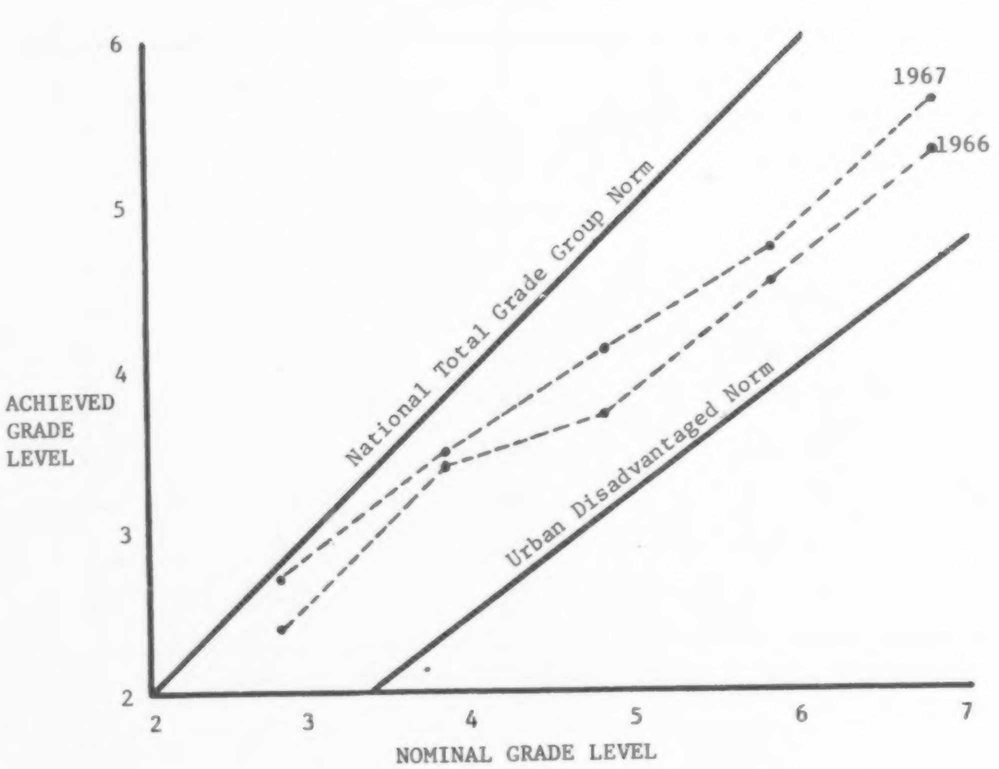


Diagram 4

NEW MES READING PROFILES
MAY 1965 AND MAY 1967



From Forlano and McClelland's 1966 data it is possible to construct similar profiles for the Old and New MES and compare them with control schools' profiles for the same dates (see Tables 3 and 4, Diagrams 5 through 8. The trend to be observed in these profiles favors MES.

Table 3

MEDIAN READING GRADE SCORES FOR PUPILS
IN SELECTED OLD MES AND CONTROL SCHOOLS
OCTOBER 1965 AND MAY 1966

Grade		N	Oct. 1965	May 1966
2	Old MES	409	1.9	2.7
	Control	645	1.8	2.5
3	Old MES	355	2.7	3.6
	Control	651	2.5	3.4
4	Old MES	349	3.5	4.1
	Control	602	3.3	4.1
5	Old MES	484	4.2	5.0
	Control	841	4.1	4.7
6	Old MES	282	5.2	6.2
	Control	314	5.1	5.8

[Source: Table 31, page 44 , Forlano and McClelland (1966)]

Table 4

MEDIAN READING GRADE SCORES FOR PUPILS
IN SELECTED NEW MES AND CONTROL SCHOOLS
OCTOBER 1965 AND MAY 1966

Grade		N	Oct. 1965	May 1966
2	New MES	249	1.7	2.4
	Control	391	1.5	2.1
3	New MES	257	2.3	3.4
	Control	393	2.2	3.1
4	New MES	267	3.1	3.7
	Control	337	3.0	3.6
5	New MES	140	3.7	4.3
	Control	194	3.8	4.3

[Source: Table 31, page 45, Forlano and McClelland (1966)]

Diagram 5

OLD MES' AND CONTROL SCHOOLS' PROFILES OCTOBER 1965:
READING COMPREHENSION

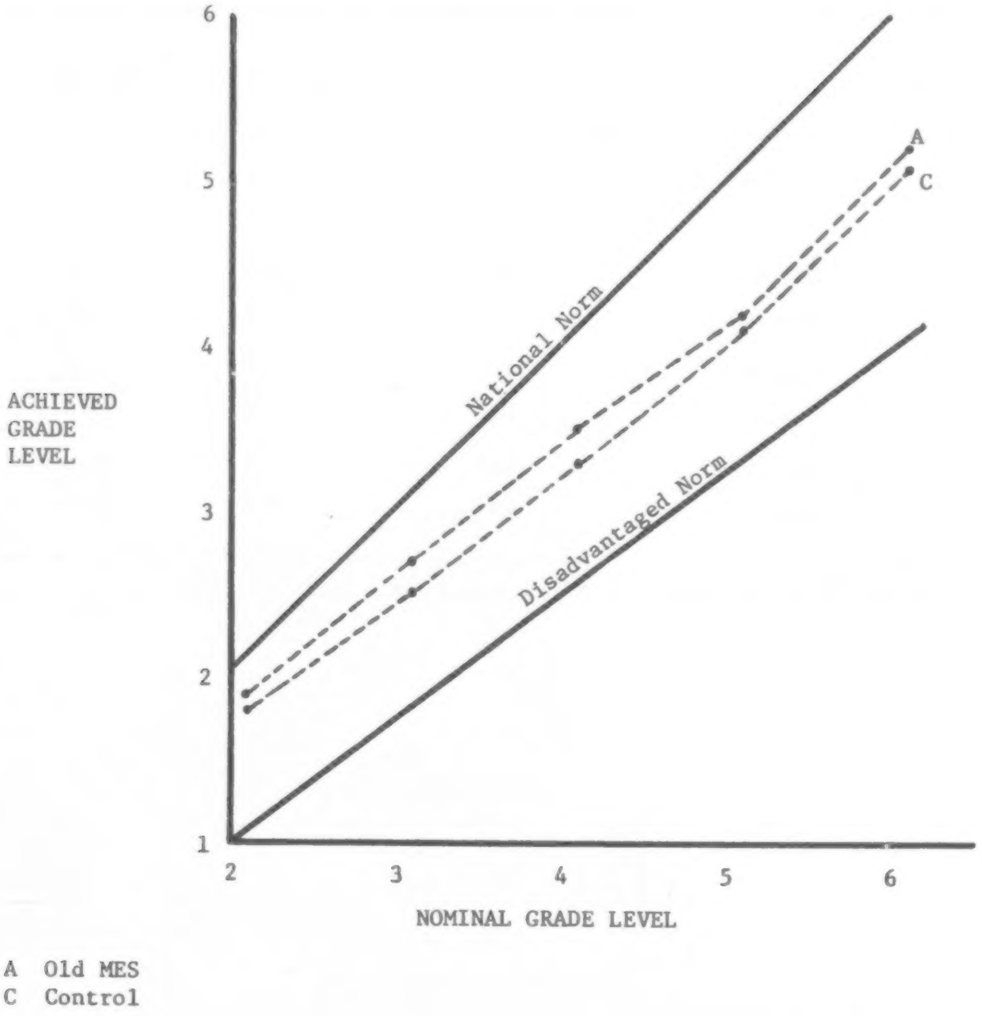
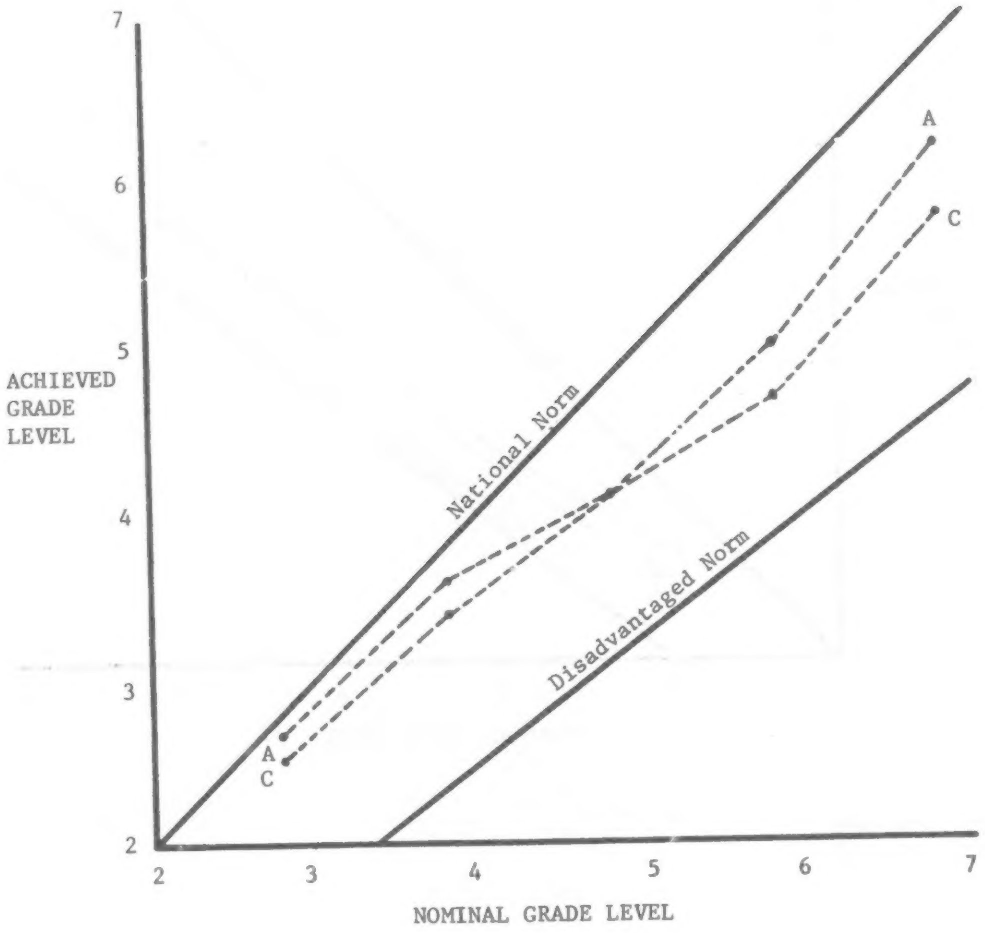


Diagram 6

OLD MES' AND CONTROL SCHOOLS' PROFILES MAY 1966:
READING COMPREHENSION



A Old MES
C Control

Diagram 7

NEW MES' AND CONTROL SCHOOLS' PROFILES OCTOBER 1965:
READING COMPREHENSION

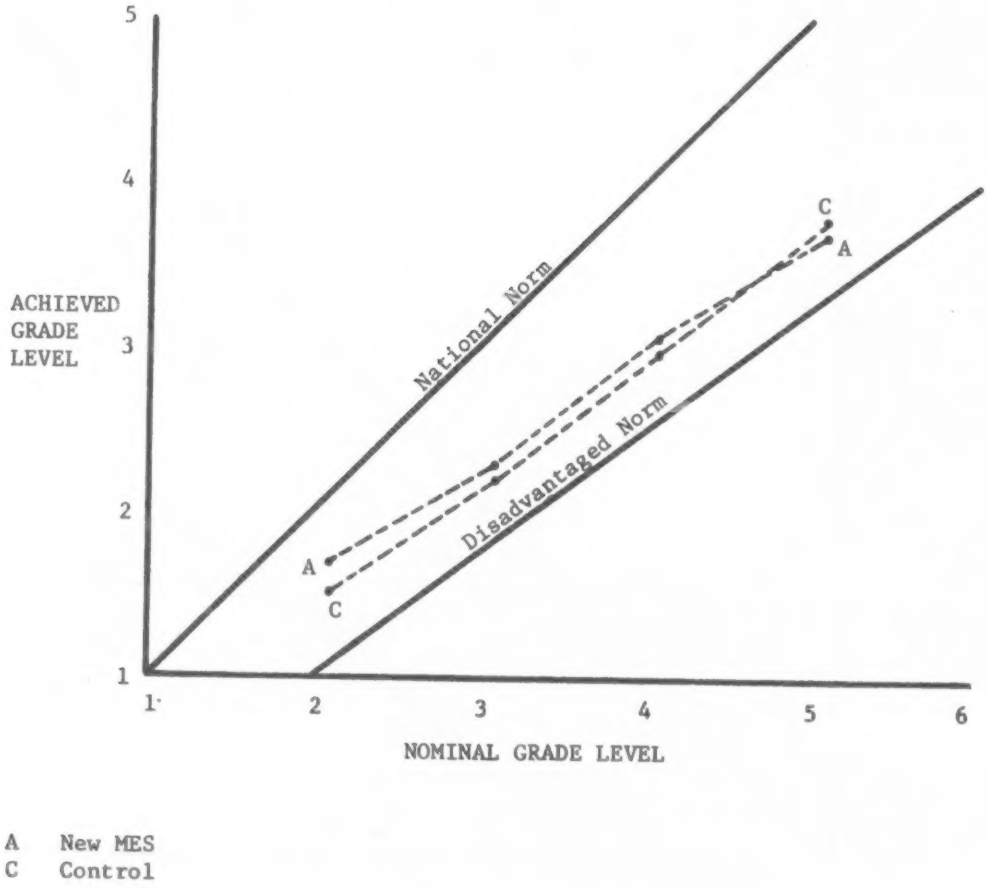
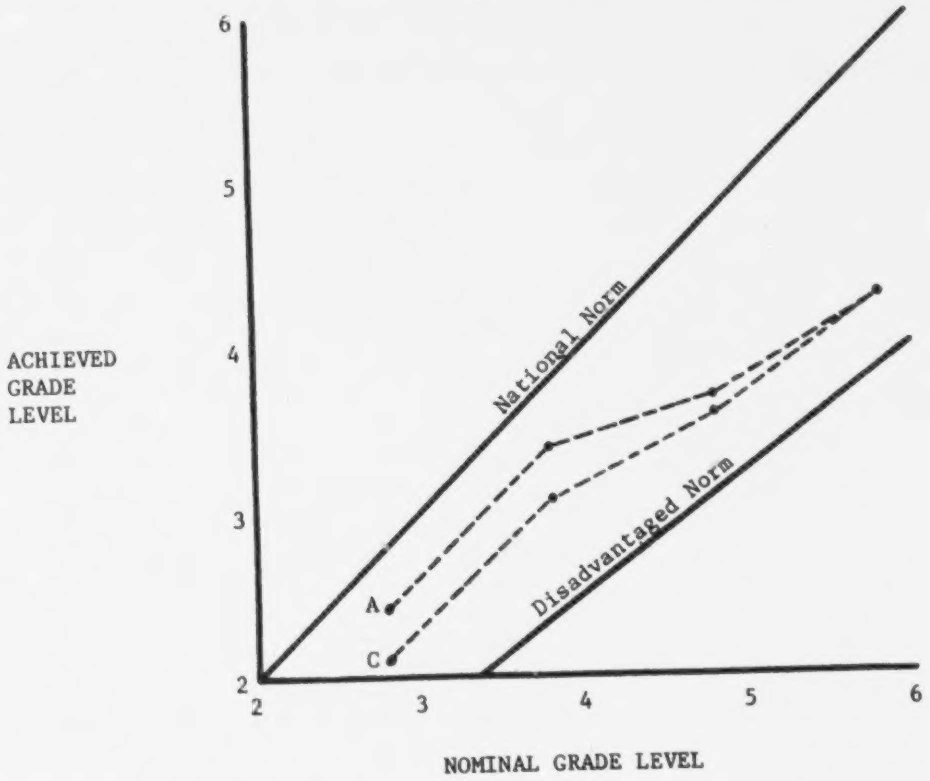


Diagram 8

NEW MES' AND CONTROL SCHOOLS' PROFILES MAY 1966: READING COMPREHENSION



A New MES
C Control

Forlano and Abramson (1968) also studied the relative reading achievement of pupils with 3 years, 2 years, and no experience of MES. The latter group was drawn from control schools. Tables 5 and 6, and Diagrams 9 and 10 summarize the data as profiles. Both the Tables and the Diagrams reveal a trend favorable to MES. The gains over the 16 school months have also been plotted in Diagrams 11 through 14 for both Old and New MES against the controls, and greater gains, in many cases towards the national norm, are shown for most groups.

Table 5

COMPARISON OF GRADE NORMS AND MEDIAN GRADE SCORES ON THE METROPOLITAN READING COMPREHENSION INITIAL AND FINAL TESTS FOR PUPILS WITH FULL AND PARTIAL MES EXPERIENCE WITH PUPILS IN CONTROL SCHOOLS BY GRADE - OLD ME SCHOOLS*

Grade as of 4/67	Education	N	10/65		Md-N Diff.	4/67		Md-N Diff.	Net Change
			Median	Norm		Median	Norm		
Third	3 Years of MES	564	1.8	2.1	-.3	3.7	3.7	.0	+.3
	2 Years of MES	108	1.6	2.1	-.5	3.5	3.7	-.2	+.3
	No MES	569	1.8	2.1	-.3	3.4	3.7	-.3	.0
Fourth	3 Years of MES	538	2.7	3.1	-.4	4.1	4.7	-.6	-.2
	2 Years of MES	210	2.3	3.1	-.8	3.7	4.7	-1.0	-.2
	No MES	602	2.4	3.1	-.7	3.7	4.7	-1.0	-.3
Fifth	3 Years of MES	544	3.5	4.1	-.6	5.0	5.7	-.7	-.1
	2 Years of MES	203	3.3	4.1	-.8	4.8	5.7	-.9	-.1
	No MES	548	3.3	4.1	-.8	4.5	5.7	-1.2	-.4
Sixth	3 Years of MES	187	4.6	5.1	-.5	6.0	6.7	-.7	-.2
	No MES	271	4.6	5.1	-.5	5.9	6.7	-.8	-.3

* In grades three, four, and five, pupils were drawn from 10 ME schools and six control schools; in grade six, participating pupils were from three ME schools and three control schools.

[Source: Table 3, page 8, Forlano and Abramson (1968)]

Table 6

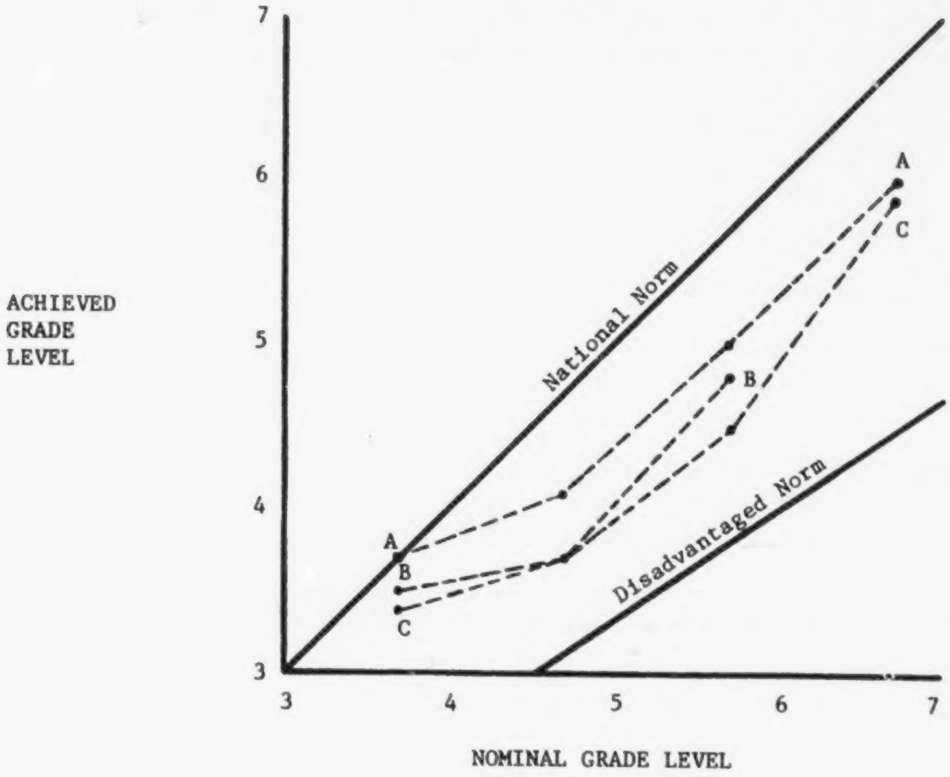
COMPARISON OF GRADE NORMS AND MEDIAN GRADE SCORES ON THE METROPOLITAN READING COMPREHENSION INITIAL AND FINAL TESTS FOR PUPILS WITH TWO YEARS OF MES EXPERIENCE WITH PUPILS IN CONTROL SCHOOLS BY GRADE - NEW ME SCHOOLS

Grade as of 4/67	Education	N	10/65 Median	Norm	Md-N Diff.	4/67 Median	Norm	Md-N Diff.	Net Change
Third	2 Years of MES	458	1.6	2.1	-.5	3.6	3.7	-.1	+.4
	No MES	202	1.6	2.1	-.5	3.3	3.7	-.4	+.1
Fourth	2 Years of MES	547	2.5	3.1	-.6	4.1	4.7	-.6	0
	No MES	216	2.3	3.1	-.8	3.7	4.7	-1.0	-.2
Fifth	2 Years of MES	492	3.3	4.1	-.8	4.8	5.7	-.9	-.1
	No MES	204	3.2	4.1	-.9	4.6	5.7	-1.1	-.2
Sixth	2 Years of MES	220	4.2	5.1	-.9	5.7	6.7	-1.0	-.1
	No MES	73	4.1	5.1	-1.0	5.3	6.7	-1.4	-.4

[Source: Table 6, page 13, Forlano and Abramson (1968)]

Diagram 9

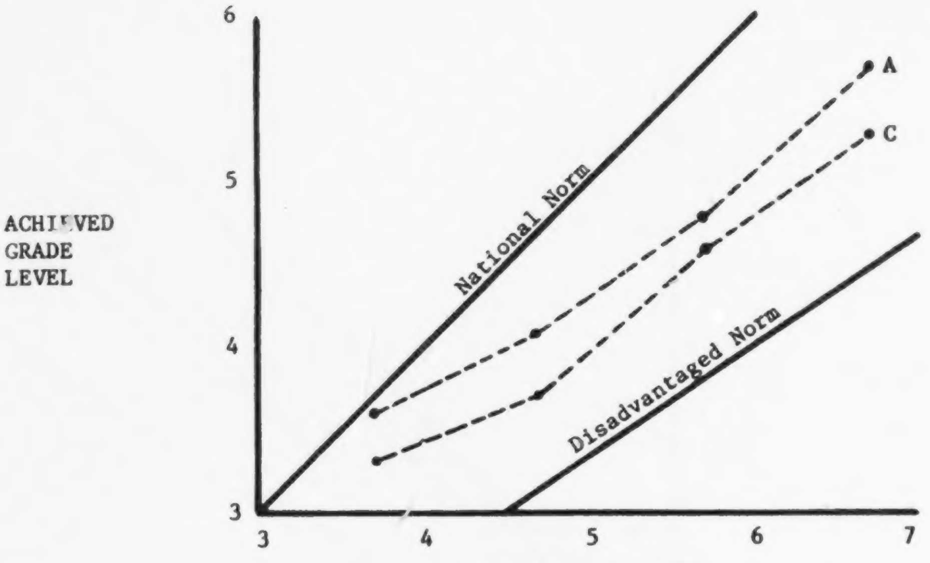
PROFILES OF GROUPS OF PUPILS WITH 3 YEARS OLD MES, 2 YEARS OLD MES, AND NO MES EXPERIENCE, APRIL 1967



A 3 Years Old MES
B 2 Years Old MES
C Control - No MES

Diagram 10

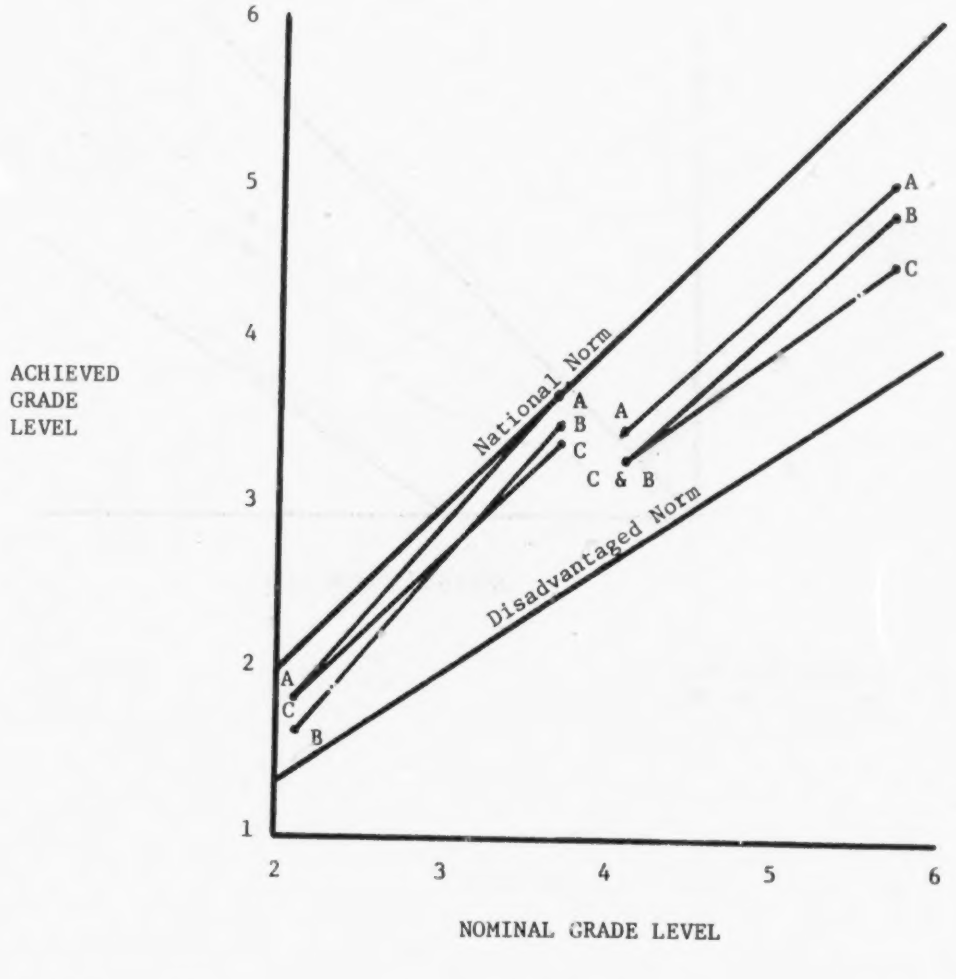
PROFILES OF GROUPS OF PUPILS WITH 2 YEARS'
NEW MES AND NO MES EXPERIENCE, APRIL 1967



A 3 Years New MES
C Control - No MES

Diagram 11

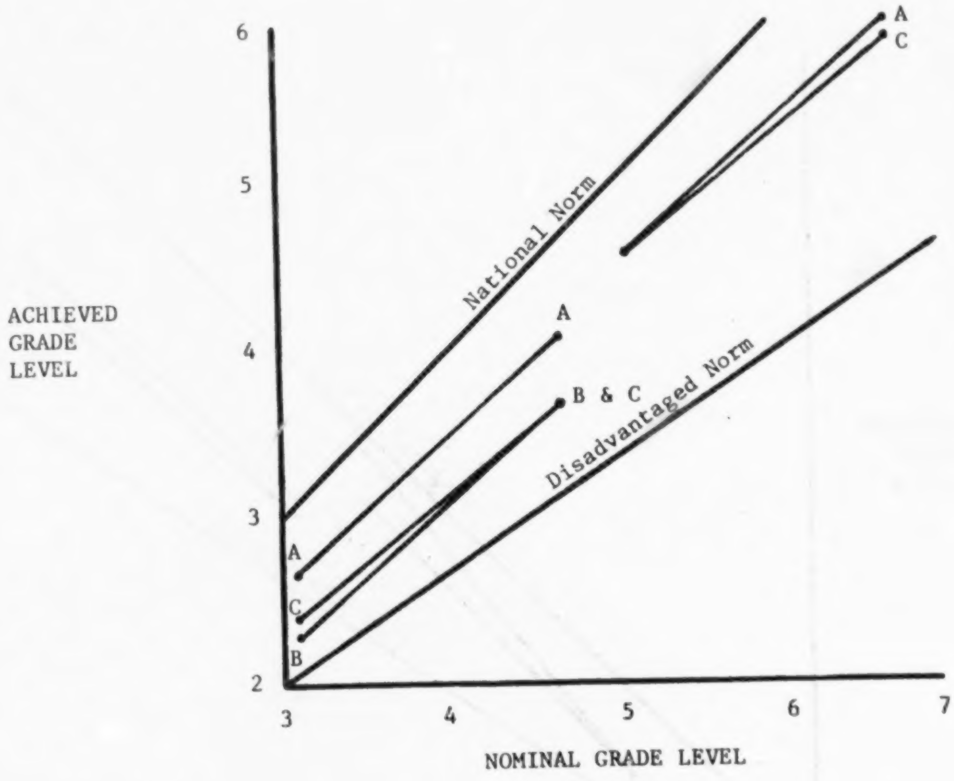
MEDIAN READING GAINS FOR PUPILS STARTING IN GRADES TWO AND FOUR
IN OLD MES AND CONTROL SCHOOLS,
OCTOBER 1965 THROUGH APRIL 1967



A 3 Years MES
B 2 Years MES
C Control - No MES

Diagram 12

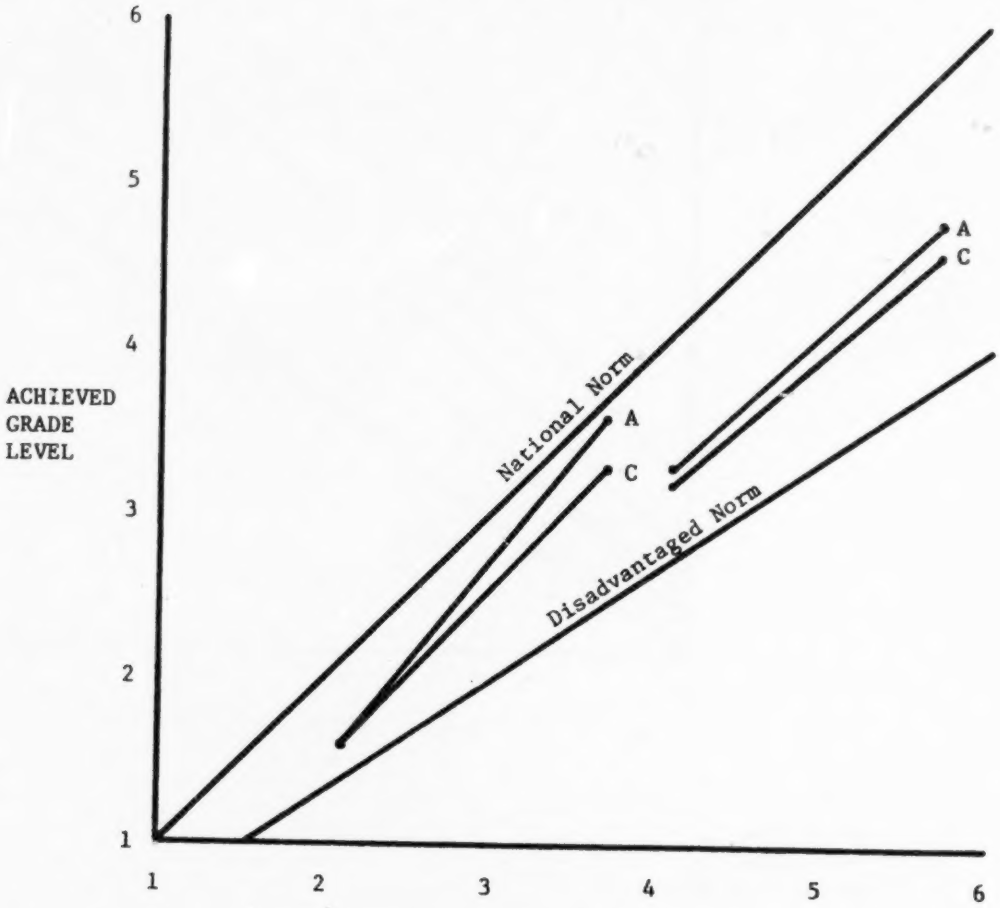
MEDIAN READING GAINS FOR PUPILS STARTING IN GRADES THREE AND FIVE
IN OLD MES AND CONTROL SCHOOLS,
OCTOBER 1965 THROUGH APRIL 1967



A 3 Years MES
B 2 Years MES
C Control - No MES

Diagram 13

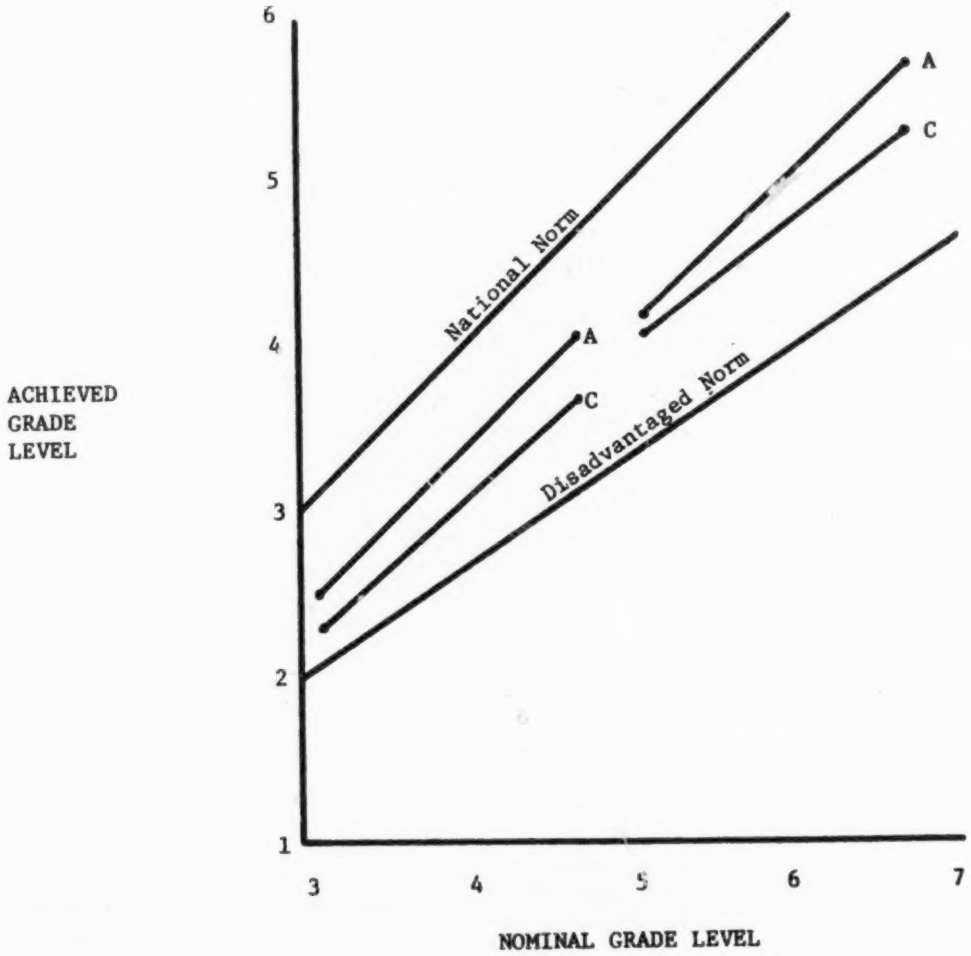
MEDIAN GAINS FOR PUPILS STARTING IN GRADES TWO AND FOUR
IN NEW MES AND CONTROL SCHOOLS,
OCTOBER 1965 THROUGH APRIL 1967



A 2 Years MES
C Control - No MES

Diagram 14

MEDIAN GAINS FOR PUPILS STARTING IN GRADES THREE AND FIVE
IN NEW MES AND CONTROL SCHOOLS,
OCTOBER 1965 THROUGH APRIL 1967



A 2 Years MES
C Control - No MES

In an even more rigorous comparison, Forlano and Abramson attempted to control any possible differences caused by the fact that some ME schools were designated Special Service Schools, others not. A study was made of the results of four old ME and two new ME schools which were Special Service Schools and those of control Special Service Schools. Similar trends were observed as in the comparisons already mentioned.

A variety of other comparisons were made by both Fox and Forlano, including an assessment of arithmetic achievement, but the summary above includes the salient features of the evaluation so far as measured benefits of cognitive achievement are concerned.

B. Other Evaluation Indices

The first study discussed above used observers and questionnaires as well as achievement tests, and the following conclusions were drawn:

> In the areas of overall school climate and staff attitude as sensed by observers, and as reported by administrative staff and teaching faculty, it is clear that in most of the schools in which the MES program has been established, there was an atmosphere and climate characterized by enthusiasm, interest, and hope, and a belief among all levels of staff that they were in a setting in which they could function. Moreover, parents and community, too, have responded with interest and enthusiasm to the MES program in their neighborhood schools. The creation of such positive feelings and climates in a school system which in recent years has evidenced considerable internal stress and school-community conflict is an important accomplishment. It makes clear that school climate can be improved and that community relationships can be developed within a brief period of time.

C. Modifications and Suggestions

The following suggestions were made by the 1966-67 faculty and administration during a survey conducted by the Center for Urban Education, New York City (Fox, 1967).

1) Try to overcome the effects of pupil and family mobility by close cooperation with the Department of Housing, Department of Welfare, and other social agencies so that education will be continuous.

2) Adapt lesson plans to small class size and heterogeneous grouping.

3) Adapt the self-contained classroom concept to cut down the movement of children and the variety of teachers.

4) Employ more specialists, particularly in guidance and more teachers and administrators with experience in working with the disadvantaged.

5) Keep maximum classroom size as small as possible (preferably below 20, and less than this for preschoolers).

6) Develop a special program for preparation of teachers to function in an ME school.

7) Utilize more publicity in order to obtain whatever personnel and equipment are needed, even to building schools to order - especially larger classrooms.

8) Experiment further with the non-graded block method of instruction.

9) Radically revise direct aspects of the instructional processes, like curriculum, to produce more cognitive as well as effective achievements.

10) Provide each teacher with a daily free preparation period and relieve him of non-teaching responsibilities.

11) Reduce the number of additional personnel (OTP's).

Budget (per school of approximately one thousand students)

Full Year Program

A. Personnel

Administration

1	Principal	Full-time
1	Administrative Assistant	Full-time
3	Assistant Principals	Full-time
3	Guidance Counselors	Full-time
1	Psychologist	Full-time
1	Social Worker	Full-time
1	Attendance Teacher	Full-time
1	Psychiatrist	One day a week

Instruction

1	Speech Improvement Teacher	Full-time
300	Classroom Teachers	Full-time (two per class in prekindergarten and kindergarten; one per class in grades one to six)
7	Special Teachers (in one or more of the following areas)	

- Library
- Reading Instruction
- Corrective Reading
- Art
- Music
- Audio-visual
- Science
- Language Resource
- Health Education

Other Personnel

1	Community Relations Coordinator	Full-time
3-5	Clerical	Full-time
	Teacher Aides	6,500 hours +
	Custodial	Full-time
	Bus Drivers	Part-time

B. Supplies
  1. Audio-visual

    - Closed Circuit Television
    - 16 mm Projectors
    - Film Strip Projectors
    - Film Strip Viewers
    - Overhead Projectors
    - Slide Projectors
    - Tape Recorders
    - Phonographs
    - Earphone Sets and Connection Boxes
    - Radios
    - Television Receivers
    - Cameras

  2. Textbooks and Kits

C. Miscellaneous

Testing
Travel
Utilities
Custodial Supplies
Field Trips (Buses)
Field Trips (Other)
Rent
Repairs to Equipment
Inservice training
Welfare Services
Home Visits

In 1965-66, the per pupil cost in the nine control schools was $460.33, "approximately one-half of what it was for the schools having MES programs."

Quoted Sources

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Vouchers—Solution or Sop?

by

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One of today's most controversial educational issues is the voucher plan—a scheme designed to give students choice of school rather than requiring them to attend schools to which they are assigned. Parents would be given certificates equal to the cost of educating their children and could then spend these certificates in any public or private school with room to accommodate their children.

Opponents of the voucher plan are divided into two camps: those who believe that it will not work and those who believe it will. Those who oppose the voucher plan on grounds of impracticality have found themselves at a serious disadvantage because, as each new detailed objection has been registered, proponents of the plan have added new qualifications and safeguards designed to eliminate the objection. Those who oppose the plan as a matter of principle are raising more fundamental objections. They hold that the voucher plan is a dangerous and divisive proposal which could even destroy the public school system.

Innocence Abroad Actually, there is no single voucher plan. One of the first to use the term was conservative economist Milton Friedman who was trying to find a way to turn the schools over to private enterprise. Later, Christopher Jencks and his associates at the Harvard Graduate School of Education saw vouchers as a way to bring about educational changes. They were and still are deeply concerned about the failure of American schools to educate underclass students, particularly those who live in the black slums and ghettos of our big cities. Jencks and others observed that while schools in nearby Boston and in other cities are overcrowded and run-down, many middle-class suburbs of those cities have underutilized school facilities.

Furthermore, the voucher advocates took heed of the central finding of the Coleman Report to the effect that the most influential element in a child's education is his social milieu. If such children could be helped to leapfrog out of the city and into suburban schools, they would thus be receiving intrinsically better educational service on the one hand and a more learning-supporting environment on the other.

Jencks and his associates further observed that throughout the nation there are a number of small, highly innovative private schools which are apparently achieving spectacular results. Yet many of these experimental schools live a hand-to-mouth existence. If a way could be found to give such schools financial

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security, the probability of developing useful, new educational techniques would be increased.

Hence, vouchers. What has happened to the original pure-hearted voucher concept, however, is a classic example of good intentions gone bad.

Mechanical Problems One of the early problems encountered in making the voucher scheme viable was the obvious fact that putting an urban educational price tag on a poor kid would still leave him unable to afford a suburban school. Therefore, one of the first elements that was added to the concept was that children from poverty slum families would be given added educational green stamps, so that they could afford a more expensive education than they would get if they stayed in their urban attendance districts. This voucher override caveat introduces a vital cop-out right at the outset.

Although educational arguers concede that suburban education is better and that it costs more, they do not concede that *urban* education could be improved if more money were to be spent in the cities. The more vociferous critics of our public schools proceed from the premise that we could educate children if we, (1) really wanted to do a job, and (2) had the right idea about how to teach. They vigorously dispute assertions by teachers and their organizations that well-qualified and well-paid teachers with small classes, reasonable classroom-hour loads, ample remedial assistance, and good physical surroundings have much to do with the quality of instruction. Yet many of these same critics support the voucher plan, despite its initial concession that good education will cost more than we are now spending in slum schools.

Money alone is not an absolute determinant of educational quality. A study by the NAACP in 1969 showed that a large proportion—although not the majority by any means—of so-called compensatory education programs financed under Title I of the Elementary and Secondary Education Act proved to be educationally worthless. On the other hand, it is impossible to effect any large-scale improvement in education without having more money to hire teachers and other personnel and to invest in new schools and equipment. And if more money can be made available for education, it should be spent to improve the public schools in the areas of greatest need.

The voucher bounty idea would introduce incentives for operators of private schools and, of course, for suburban school boards. Supporters of the plan pooh-pooh the possibility that the profit motive would stimulate added hucksterism in education. However, unless safeguards against profiteering were carefully drawn and enforced, voucher money would most certainly tempt unscrupulous educational entrepreneurs in the same way that the GI Bill stimulated the growth of all those electronics, watchmaking, and key punch "schools." Most of the victims of those enterprises were ex-servicemen from the underclass who were looking for educational shortcuts. The greater educational need of underclass children and their parents makes them more vulnerable to the blandishments of fly-by-night school operators.

Open Enrollment The term voucher plan is so catchy that one almost takes for granted that this is something new, but it is not. In the early, liberal, integrationist days following the U.S. Supreme Court's 1954 school desegregation decision, many school districts adopted so-called open enrollment plans. Black children who otherwise would have been attending all-black slum schools were permitted to transfer to other schools if those schools had space to receive them. Many of these plans also provided free busing, again on a voluntary basis. While most of the open enrollment plans were theoretically "two way," it was inevitably black children who rode the bus—a segregating activity in itself.

Most open enrollment plans have been abandoned or have dwindled to insignificance. As a matter of fact, they never did enlist masses of students, and for the most part, the children who rode the bus were those with strong parental support and high motivation. These were the very children who were more likely to succeed regardless of the school they attended. They were also the very children whose presence could have provided stimulation for less striving children in their ghetto schools.

Most observers of the open enrollment plans quickly came to the conclusion that the programs were ineffective in combatting racial segregation and that very little, if any, educational gain resulted.

As an aside, the open enrollment plans, confined mostly to Northern cities, simply proved that a *little* busing would accomplish nothing; the much more extensive busing program now being followed in many Southern cities bears educational promise through its significant effect upon the social mix in schools.

Racism and Politics Another scheme very close to the voucher idea is "freedom-of-choice," now outlawed by many court decisions. The freedom-of-choice plans were designed to *promote* racial segregation. They were based upon outright subsidies, very similar to vouchers, given to parents to trade in at the "school of their choice." Of course, black parents were not permitted to use their vouchers at white schools.

The original proponents of vouchers abhor racial discrimination, and they have again proposed mechanical regulations which would supposedly guard against use of the vouchers to promote freedom-of-choice academies. For instance, they would require that at least 25 percent of the student population be of a minority ethnic group before a school would be eligible to receive voucher students.

The proposed 25 percent safeguard illustrates another basic problem of the voucher idea. Since the plan's success seems to depend, in part at least, on federal aid, one can readily see the shape of the future. The percentage figure would loom as a major proving ground over which pro and con lobbyists would clash, just as they now struggle to influence percentages in taxes, tariffs, and oil depletion allowances.

Even if Congress passed a proper percentage, however, it still would have to be enforced. Ironically, some of those who purport to fear the specter of federal intervention in local affairs are also advocating the use of vouchers, not recognizing, presumably, the massive federal regulatory apparatus which would be necessary to prevent abuse.

European Experience School finance systems very similar to vouchers have been in use in a number of European countries for many decades. In Belgium, Holland, and Denmark, for instance, children receive equal subsidies, regardless of the sponsorship of the school they attend—public, private, nonsectarian, or religious. Contrary to the objections usually raised, the effects of government subsidies have been far from catastrophic. While the percentage of students at religious-sponsored schools has increased somewhat, the proportion now seems to be stabilized. Furthermore, apparently the religious schools are becoming less and less sectarian and more and more like the public schools. It is predicted that there will be very little difference between the two types of schools in five to ten years.

The European system, however, couples close supervision by the state with certain standard requirements—in staffing and equipment, for instance—which all schools must meet. Of course, all schools must teach a standard curriculum prescribed by the state, and there are single national teacher-salary schedules and pension systems.

It cannot be said that public subsidy of private schools creates illiberal, divided, and strife-torn societies, since the three countries under discussion are among the most liberal and peaceful in the world. But it must be noted that economic and social conditions in those countries differ greatly from those in the United States. First, there is no large economically deprived underclass in Belgium, Holland, or Denmark. Second, there is no large racially isolated group. Third, government is much simpler and more centralized. What seems to have become acceptable in small, middle-class, ethnically homogeneous countries under strong centralized control or supervision would not necessarily be applicable to the United States with its huge problems and deep unresolved racial, sectional, and religious antagonisms.

Incidentally, France does *not* subsidize private schools.

Religious Warfare The dynamite which lies ready for detonation just below the surface of the voucher controversy is the growing issue of public support for religious-related schools. At several meetings called by the sponsors of the voucher plan in an effort to "clarify" the situation, the line-up of religious teams was as apparent as if they had worn colored jerseys. On the one side were those Jewish and Protestant organizations traditionally zealous in maintaining the principle of separation of church and state. On the other side were the Catholic organizations and a scattering of other denominations trying desperately to save their church-related school systems. Even though Jencks and company say that vouchers would not be used to any great extent to solve the financial plight of the church schools, spokesmen for those institutions quite obviously think otherwise.

Jencks thinks that the church schools would have a hard time meeting his 25 percent minority race qualification. Church spokesmen, however, feel that with federal support tuition for such schools could be reduced and the number of "free" students could be greatly increased, thus helping to improve racial integration in such schools and at the same time preventing their possible collapse. The religious advocates of vouchers point out that church-related schools now enroll hundreds of thousands of children who otherwise would be the responsibility of the public system. Unless these schools receive financial aid, they will be forced to curtail operations and send students flooding into already overcrowded public facilities. Vouchers seem to offer a way out.

The tuition subsidy plan now in use in New York state, which provides state funds for college students to attend institutions of their choice, whether public or private, seems to be in conformity with constitutional requirements. Other scholarship plans using federal funds have also been in existence for many years without arousing successful legal objection. Even so, introduction of the voucher plan is almost certain to result in speedy legal challenge by its opponents on grounds of separation of church and state.

Several cases now in the judicial works will have a bearing on the legal status of vouchers. One of these is *Flask v. Gardner,* which challenges the use of federal funds to pay for educational services conducted in religious-sponsored schools under Title I of ESEA. If the courts should decide that the use of funds in this way is unconstitutional, the legality of the voucher concept so far as the religious-related schools are concerned would be dubious indeed.

The other test case is *Lemon v. Kurtzman.* Pennsylvania now provides state aid directly to private schools—most of them church-connected. A number of organizations have filed amicus briefs in opposition to the use of funds for such a purpose, but U.S. Attorney General John Mitchell announced in September, 1970, that his department would file an amicus brief on the side of the state, thus declaring in favor of such subsidies.

Polarizer The Nixon Administration has not been slow to realize the political potentialities in the voucher controversy. Donald Rumsfeld, who was appointed by the President to become Director of the Office of Economic Opportunity (presumably on the basis that since he voted against every bill which created OEO he could not be accused of favoritism), started down the Spiro Agnew polarization trail in 1970. Rumsfeld was seeking quite obviously to exploit another of those neat splitters which have become the hallmark of the current administration's political style.

By pushing the voucher plan, Rumsfeld attacked teachers, who are almost universally opposed, and the "liberal elements" who favor strict separation of church and state. At the same time, he declared himself in support of people who, according to cynical political analysis, are thought to be in the hard-hat category. He also gave aid and comfort to people who secretly hope vouchers will lead to a revival of the Southern freedom-of-choice plans.

In promoting the voucher plan, Rumsfeld displayed a flair for half-truths. In a speech given September 23, 1970, before the San Francisco Chamber of Commerce "Urban Roundtable," he first detailed the all too obvious defects and shortcomings of our current system of education. Then he totaled up all the money spent by all levels of government on education. In the same paragraph he threw in an observation—unsupported—that "the pupil-teacher ratio is lower today than ever in the nation's history."

What Rumsfeld left out was that the percentage of gross national product for education remained practically constant for decades and that "pupil-teacher ratio" is an almost meaningless figure. Furthermore, if the ratio has gone down, how much has it decreased? A page later in the same speech, he rejected the idea that the amount of money spent on education has much to do with the quality of education. What we need, he said, are new ideas, and he charged that the American Federation of Teachers and other teacher organizations don't want any new ideas, since they are against the voucher plan and have been against other "experiments" launched under the aegis of the OEO.

Quoting directly from the Rumsfeld remarks, he stated: "They [teacher interest groups] charge that money, not new approaches, is the answer to improving educational skills." He then went on to quote President Nixon, "When we get more education for the dollar, we'll start asking for more dollars for education."

As a matter of fact, the voucher plan does not add a single new educational technique, nor can it guarantee that giving pupils more mobility will result in the development of new techniques.

Lizard or Dragon? One of the chief objections which can be leveled fairly at the voucher idea is that it, like so many catchy educational schemes, tends to divert attention from the real and basic needs of children and the schools. Whether education is carried on by people—teachers and paraprofessionals—or by machines watched over by people, there *is* a relationship between cost and educational effort.

No one would deny that it is possible to waste school money, but all other things being equal—the educability of students, the intelligence of teachers and administrators, the social milieu in which the school must operate—the more money you spend on education, the more education is produced. It is silly, if not malicious, to suggest that money-starved school systems will have "to do better" before the great white fathers in Washington will give them more support.

Like a bright, shiny, quick-moving lizard running over a rotting log, the voucher scheme diverts our attention from the decay underneath. But what will we do if Mr. Jencks' entertaining little lizard grows up to be a fire-breathing dragon?

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SIMON BEAGLE

The fact that children will learn more and learn faster when they have the educational advantages offered by the More Effective Schools plan has been demonstrated time and again by scholarly research. Most recently, the bureau of educational research of the New York City board of education found that the mean gain in reading comprehension of MES students over non-MES students ranged from 2.5 to 4.5 school months over the period studied.

"Evaluating MES" summarizes this new longitudinal study from New York City and also reports the results of previous research on MES. These hard, statistically significant facts, coupled with the enthusiasm that one finds among students and teachers enrolled in the program, are the best testimonials to the basic soundness of the MES approach to urban educational problems.

Because of this soundness, as demonstrated in New York City's 21 More Effective Schools, and because of the tenacity of American Federation of Teachers locals in demanding implementation of MES in other big cities, the boards of education in Baltimore, Detroit, Chicago, Cleveland, New Haven, and Washington, D. C., have voted to adopt the MES plan in certain schools. MES is already in operation in Baltimore, Detroit, and New Haven; it will be started in the other cities soon.

This booklet is a guide to research done on MES through April, 1969. As future studies become available, they will be reported in new editions of "Evaluating MES." Meanwhile, you will find reports of new research on MES regularly in the pages of the American Teacher.

—SIMON BEAGLE, Chairman
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EVALUATING MES

A survey of research on the More Effective Schools plan.

By Simon Beagle

The American Federation of Teachers' More Effective Schools program, since its inception in New York City in 1964, has been adopted by a number of other cities as a workable program for educating children in deprived-area schools. In each of the many reports and evaluations of the MES program in New York and elsewhere, it has been pointed out that this plan of lower class size and saturation services has created an atmosphere in which children, teachers, and parents gain increased faith in the schools and enjoy significantly greater rapport and enthusiasm in working together.

But the question has always been, do the children learn more? Because the More Effective Schools program involves increased expenditures on the schools, observers naturally wish to know if these additional funds are buying measurably better results.

Now, after five years experience with the program in New York City, enough evidence is being made available to indicate that the students in MES schools do, indeed, learn more than their counterparts in comparable schools. This booklet presents important findings from these studies, as well as indicating where the full reports may be obtained and listing additional literature on the MES program.

In the latter part of 1965, a year after the MES program was started, I wrote the following:[1]

"It would be folly to believe that the MES program is the ultimate answer to the many problems facing our urban schools. To us, it is but one of the first halting steps which is being taken to come to grips with persistent and prevailing educational ills. Much more must be done in teacher training and retraining, in curriculum development, in educational research, in total community involvement, in ongoing objective evaluation of the total program and its constituent parts, and in the development of new materials and instructional techniques. The MES program makes such changes possible.

"However, considering the recency of the program and the current conditions under which it must operate, we think the following conclusions are valid:

"**1.** More Effective Schools are gaining increasing numbers of experienced, regularly-appointed teachers because of the conditions existing in these schools. Fewer than 20 out of about 800 teachers left the program at the end of the first year, even though all had the privilege of leaving at the end of the year without prejudice. The teachers in ME Schools *want* to remain.

"**2.** More Effective Schools are freed from the class-coverage problem. Most of these schools now have waiting lists of those seeking assignment and similar lists for day-to-day substitute work.

"**3.** More Effective Schools are giving evidence that they are sufficiently attractive to a growing number of middle-class high-aspiration families for them to want to remain in MES areas. These parents are seeking to place their children in ME Schools because they find ME Schools superior to many in all-white, middle-class areas.

"**4.** A new hope and better morale is now evident, even at this early stage of the MES program, among MES staffs, children, and their parents.

"**5.** There is solid evidence that children in ME Schools are achieving at a higher level than are children in comparable schools not in the MES program, and that they are making greater gains than many children in "normal" schools.

"**6.** Teachers, pupils, and parents are not as fearful, tense, and frustrated as they were before the introduction of the ME Schools program, or as many in non-ME Schools located in disadvantaged areas still are. Teachers can give priority to instructional needs over administrative concerns because of the higher staffing ratios and supportive services."

The enthusiasm for MES is founded in the general belief that most teachers desire the job satisfaction that comes with effective teaching, and that most children and their parents want the effective achievement that comes from sound teaching-learning conditions. These developments take place when a school has a total schoolwide program containing all the needed educational components, as suggested in the basic MES guidelines. This belief is really a truism, but evidence is needed to support even well-founded beliefs.

THE EVIDENCE

Some statements of such evidence follow:

- The MES program in New York City was evaluated in 1964-65 by the city board of education's office of educational research. In releasing this evaluation, Dr. Bernard E. Donovan, superintendent of schools, wrote:

"Studies of previous achievement showed that these children, on the average, had been improving only six months in reading during any previous eight-month period, so that they fell further and further behind national norms during each school year. Under MES during the eight months between October, 1964, and May, 1965, the children, on the average, made far greater gains in reading than they ever had before." (September, 1965)

- The MES program was evaluated again the following school year, 1965-66, by observers from the Center for Urban Education (CUE); by a special committee of principals (not in the MES program) set up by Dr. Donovan; and by a series of achievement tests given by the office of educational research. The findings, released in a Dec. 7, 1966 report titled "Evaluation of the More Effective Schools Program—Summary Report," were:

"The findings of the appraisal of the More Effective Schools are generally favorable. The objectives have been implemented to a reasonable and satisfactory degree, considering all factors. Class size and pupil-teacher ratios have been very favorable. Pupil and teacher mobility presents no major problems. Pupil attendance presents no problems.

"Standardized test results in reading and arithmetic show favorable gains in ability and skills by the MES pupils whether or not they are compared in growth with national norms or with a comparable control group of schools. Speech and oral communication data also revealed growth of pupils.

"The reaction of administrators, teachers, and parents to the MES program was definitely favorable. They favored reduced class size, individual instruction, teacher preparation periods, prekindergarten classes, and personnel for improved services. Analysis of costs has made it clear that the MES program requires considerable funding. On the basis of the evaluation as a whole, it would appear that the program needs to be kept essentially undiluted if it is to remain effective. If such elements as small class size are not retained, it is quite possible that the educational results will not be as favorable as this report has shown them to be."

- The office of educational research released a report of a longitudinal study (same children in all tests) prepared by George Forlano and Jack Abramson. They reported that the More Effective Schools:

". . . As a group were more effective than the control schools in (1) reducing the reading retardation of their pupils and (2) in producing larger percents of pupils who reached and surpassed the norm from initial to final test during the 1.6 school year period." (April, 1968)

- The Forlano-Abramson team continued its longitudinal studies, and in April, 1969, released its latest findings. The findings answer two key questions: "What is the reading progress of children in ME and comparable schools as compared to normal progress shown in national norms?" and "Are the differences in reading progress in ME and comparable pupil groups statistically significant?" The findings, favorable to the MES concept, are fully summarized on page 7 of this booklet.

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[1] "The More Effective Schools Program in New York City—a Summary Statement," published by American Federation of Teachers.

READING SCORES—MES AND NON-MES PUPILS[2]

For those who may want to see some additional tables of statistics, I include the following:

- Average Reading Scores of Pupils in the City's Special Service and ME Schools

Testing Month and Year		SEPTEMBER, 1966			APRIL, 1967		
Grade	Type of School	Number Tested	Grade Average	National Norm	Number Tested	Grade Average	National Norm
2	Sp. Serv.	36,940	1.7	2.0	38,080	2.4	2.7
2	**MES**	**2,696**	**1.9**	**2.0**	**2.643**	**2.9**	**2.7**
3	Sp. Serv.	37,164	2.5	3.0	37,259	3.3	3.7
3	**MES**	**2,265**	**2.7**	**3.0**	**2,311**	**3.8**	**3.7**
4	Sp. Serv.	36,973	3.2	4.0	37,062	3.9	4.7
4	**MES**	**2,352**	**3.5**	**4.0**	**2,374**	**4.3**	**4.7**
5	Sp. Serv.	34,613	4.0	5.0	34,780	5.0	5.7
5	**MES**	**2,163**	**4.2**	**5.0**	**2,125**	**5.4**	**5.7**
6	Sp. Serv.	30,772	4.9	6.0	30,217	5.6	6.7
6	**MES**	**965**	**5.5**	**6.0**	**948**	**6.6**	**6.7**

- Reading Test Scores in New York City More Effective Schools—tests given in April, 1967, to all elementary schools (Second Grade).

Second-Grade National Norms—2.7

	SCHOOL	LOCATION	TEST SCORE NORMS
(N)	P.S. 146	East Harlem, Manhattan	2.9
(N)	P.S. 168	East Harlem, Manhattan	3.5
(N)	P.S. 11	Chelsea, Manhattan	3.0
(O)	P.S. 83	East Harlem, Manhattan	2.5
(O)	P.S. 154	Central Harlem, Manhattan	2.6
(O)	P.S. 100	Central Harlem, Manhattan	2.9
(O)	P.S. 1	South Bronx	3.1
(N)	P.S. 110	Mid Bronx	2.8
(O)	P.S. 106	North East Bronx	3.8
(O)	P.S. 102	North East Bronx	3.2
(N)	P.S. 307	Navy Yard, Brooklyn	2.7
(O)	P.S. 120	Navy Yard, Brooklyn	2.4
(O)	P.S. 138	Bedford-Stuyvesant, Brooklyn	2.7
(N)	P.S. 41	East New York, Brooklyn	2.4
(N)	P.S. 165	East New York, Brooklyn	2.4
(N)	P.S. 80	Coney Island, Brooklyn	2.5
(N)	P.S. 183	Far Rockaway, Queens	3.1
(O)	P.S. 40	South Jamaica, Queens	3.0
(N)	P.S. 37	South Jamaica, Queens	3.2
(O)	P.S. 18	Staten Island, Richmond	3.0
(N)	P.S. 31	Staten Island, Richmond	2.9

3 schools—5 months above national norm
3 schools—4 months above national norm
3 schools—3 months above national norm
3 schools—2 months above national norm
2 schools—at national norm
1 school—1 month below national norm
2 schools—2 months below national norm
3 schools—3 months below national norm

Note: (N) indicates the 11 ME Schools which started the MES program in September, 1965.
(O) indicates the 10 ME Schools which started the MES program in September, 1964.

- Differences in Grade Equivalents on the Gates Word Recognition Test Given to First-Grade Pupils in Old and New MES Schools in February and June, 1966.

OLD MES SCHOOLS N=1,168

	2-66 Testing	6-66 Testing	Gain	Elapsed School Years
Q3	2.2	2.9	.7	.5
Median	1.8	2.4	.6	
Q1	1.5	2.0	.5	

NEW MES SCHOOLS N=999

	2-66 Testing	6-66 Testing	Gain	Elapsed School Years
Q3	2.0	2.8	.8	.5
Median	1.7	2.3	.6	
Q1	1.5	2.0	.5	

- To note achievement gains in reading in other grades, the following table is provided:

Grade-Score gains for Each Grade Compared with Elapsed Time at Q3, Median, and Q1 on the Metropolitan Reading Comprehension Tests for All Old ME Schools.

		10-64 Testing	5-66 Testing	Gain	Elapsed School Years
Grade 3 N=784	Q3	2.1	4.6	2.5	1.7
	Median	1.8	3.7	1.9	
	Q1	1.5	3.1	1.6	
Grade 4 N=759	Q3	3.2	5.4	2.2	1.7
	Median	2.7	4.2	1.5	
	Q1	2.1	3.5	1.4	
Grade 5 N=735	Q3	3.9	6.8	2.9	1.7
	Median	3.2	5.2	2.0	
	Q1	2.1	4.2	1.5	
Grade 6 N=567	Q3	5.2	8.8	3.6	1.7
	Median	4.2	6.1	1.9	
	Q1	3.5	4.9	1.4	

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[2] From a study made by Eugene Blum, Statistician, Bronx Municipal Hospital Center.

It is not sound to rely solely on test scores, important as such may be. Such scores, taken alone, do not tell the whole story regarding the educational values of a school program. There are important variables not evaluated by machine-marked tests: school and classroom climate; attitudes of children, teachers, and parents; pupil attendance; teacher mobility; school and classroom vandalism; intraschool and intraclassroom relations; school-community relations; and progress in curriculum areas other than reading and arithmetic.

SELECTED SUMMARY STATEMENTS FROM REPORTS IDENTIFIED BELOW

Below, I list some statements made by knowledgeable and sophisticated educators and others after "seeing for themselves" by visiting one or more schools in the MES program. Some also visited control schools.

- "In the areas of over-all school climate and staff attitude as sensed by observers, and as reported by administrative staff and teaching faculty, it is clear that in most of the schools in which the MES program has been established, there was an atmosphere and climate characterized by enthusiasm, interest, and hope, and a belief among all levels of staff that they were in a setting in which they could function. Moreover, parents and community, too, have responded with interest and enthusiasm to the MES program in their neighborhood schools. The creation of such positive feelings and climates in a school system which in recent years has evidenced considerable internal stress and school-community conflict is an important accomplishment. It makes clear that school climate can be improved and that relationships can be developed within a brief period of time." ***("Expansion of the More Effective School Program," Center for Urban Education (CUE), August, 1967.)***

- "Forlano and his associates (Forlano and McClelland, 1966: Forlano and Abramson, 1968) evaluated the program, too, and reached the conclusion that reading achievement in MES was indeed superior if MES were compared longitudinally with control schools matched on ethnic background." ***(Final Report, Part II "A Study of Exemplary Programs for the Education of Disadvantaged Children"—USOE, September, 1968, p. 193.)***

BRIEF STATEMENTS FROM WELL-KNOWN EDUCATORS

- "This is the kind of program which should be funded under the Title I of the Elementary and Secondary Education Act. It is the kind of program which can provide successful experiences for children." ***(Francis Keppel, former assistant secretary of the U.S. Department of Health, Education, and Welfare.)***

- "Piecemeal, part-time efforts by school districts to improve the lot of educationally disadvantaged children are wasteful and virtually valueless . . . the More Effective Schools program in New York City has demonstrated that real improvement can be achieved." ***(Prof. Alan Campbell, in a report to the California School Boards Association (July, 1966), describing the results of the Carnegie Foundation National Research Study of federally funded programs for disadvantaged youth.)***

- "By the criteria we used, the observers saw above-average school functioning in the ME Schools and consistent qualitative differences in favor of the ME Schools. Consequently, they felt that the school day was worth more and that they would be satisfied, and even enthusiastic, about sending their child to these schools. . . . The data on class size and grouping indicate that the teachers in ME Schools were taking advantage of the small class size and using ability grouping more consistently than they had in 1967." ***("Evaluation of MES, 1967-68," an interim report by the Center for Urban Education (CUE), released in February, 1969.)***

- "More Effective Schools is the most meaningful program presently operating for disadvantaged youths in urban centers." ***Kenneth Martyn, author of the McCone Commission's report on education in the Watts area of Los Angeles, following the disorders there.)***

- "The Model Schools represent a giant step forward. The Baltimore Teachers Union is to be congratulated on its role in bringing it to our attention.

  "On my visit to the MES in New York City, I found a free spirit and high morale on the part of the teachers. Parents were pleased with the program.

  "I have visited every classroom in Baltimore's three Model Schools. The classrooms are a joy to visit. It is difficult to describe adequately the spirit of the schools.

  "We have the beginnings of the development of an educational program that has promise for Baltimore. The problem must be solved within the ghetto schools.

  "I shall recommend the expansion of the Model School program at the elementary level and a follow-on program in junior and senior high schools. We must expand the program. We cannot afford to do otherwise." ***(Dr. Vernon S. Vavrina, associate superintendent for curriculum and instruction, Baltimore, at the BTU conference on Oct. 20, 1967.)***

- "The More Effective Schools program is probably the most comprehensive and well-conceived program of educational compensation launched to date in slum elementary schools." ***Prof. David K. Cohen, The Joint Center for Urban Studies of M.I.T. and Harvard University.)***

- The AFT is pushing this program (MES) very hard. . . . It costs double what we are spending on these children now, but it's the only thing for us to do." ***(Dr. Rufus Browning, assistant superintendent-personnel for the Washington, D. C. schools, at a panel discussion at the American Association of School Administrators convention, February, 1968.)***

- "I think the More Effective Schools Program is a new approach and shows imagination and initiative." ***(The late Senator Robert F. Kennedy.)***

- "The commission feels that through the implementation of a program such as this, quality education for all the city's children can be made possible. I hope that the board of education will listen to the interested parents, teachers, and community people—and will, in addition to continuing the MES program, expand and strengthen it to include other areas in the city. We can see no reason why a good program which is benefiting so many children should not be expanded to help more schools become centers of quality education." ***(Judge William Booth, when he was chairman of the New York City Commission on Human Rights.)***

- "I found excellent relationships between teacher and children, teacher and supervisor, and teacher and teacher. There were small groups at work in every room throughout the school. No matter where I went, I found teachers working diligently with children. There were many indications of a more one-to-one relationship due to the increased personnel which is so integrally a part of the More Effective Schools guidelines.

"The children appeared relaxed and happy! The general atmosphere throughout the school was one of stimulated activity! Of course, the additional personnel and services undoubtedly help to create this fine educational environment." ***(Nathan Brown, executive deputy superintendent, New York City, in a letter to Mrs. Joan Agin, P.S. 40-Q, March 4, 1969.)***

- "I have been studying the various methods by which we can fund them [the More Effective Schools] because we do not intend to let them disintegrate. . . . Please be assured of our continued interest in supporting this program." ***(Dr. Bernard E. Donovan, superintendent of schools, New York City, in a letter to Mrs. Frances D. Turner of the Citywide More Effective Schools Parents Association, March 3, 1969.)***
- "Where the schools do their job, there is no anger. This had been abundantly proven here in New York, by the strong parent support for the More Effective Schools program in ghetto neighborhoods having successful ME Schools. Dr. Bernard Donovan, the able city school superintendent, who has now been driven to chuck in his hand at the end of this year, has also been driven to admit privately that his greatest mistake was not giving more active support to MES." ***(Columnist Joseph Alsop, writing in the Long Island Press, Feb. 7, 1969.)***

1969 FINDINGS, NEW YORK CITY BOARD OF EDUCATION BUREAU OF EDUCATIONAL RESEARCH FORLANO-ABRAMSON REPORT

In April, 1969, the New York City board of education released an interim report, "Longitudinal Study of Reading Growth in Selected More Effective and Comparable Schools," prepared by George Forlano and Jack Abramson for the Office of Educational Research.[3] The following excerpts from this report add to the weight of the statistical evidence proving that the MES program is indeed effective in raising the achievement levels of the pupils by reducing the retardation gap and moving the students toward the national norms. *Following are major excerpts from the report.*

This interim report presents evidence on the extent of pupil growth in reading in More Effective and comparable schools in terms of standardized test results. The full study will report also the results in arithmetic achievement.

The specific questions to be answered are as follows:

1. What is the reading progress of the children in the More Effective and comparable schools as compared to normal progress indicated in national norms?
2. Are the differences in mean reading achievements of ME and comparable pupil groups statistically significant?

Initial test for the third-grade groups was October, 1966, when they were in the second grade. Initial test for fourth- and fifth-grade groups was October, 1965, when they were in the second and third grades, respectively.

As indicated in the table above, the initial mean grade scores of the third-grade MES and non-MES pupil groups were identical, 1.7. Since the norm at initial test time in October, 1966, for the two groups was 2.1, both groups were performing at .4 of a school year (four school months) below the norm. This result is indicated in the column headed Mean-Norm Diff. at initial test time.

At final test time, the MES third-grade group achieved a mean grade score of 3.8 while the non-MES group obtained a grade score of 3.1. When the latter-obtained mean scores were compared with the norm of 3.7 at final test time, it was found that the MES group scored .1 of a school year (one school month) above the norm while the non-MES group registered .6 of a school year (six school months) below the norm. In terms of over-all net change, the MES gained .5 of a school year while its control counterpart dropped .2 of a school year in relation to the norms over the period studied.

Similarly, at the fourth grade, the MES group gained .4 of a school year while the non-MES gained .1 of a school year in relation to the norms over the period studied. At the fifth grade, the MES group was .6 of a school year below the norm at both initial and final test time, and showed no gain or loss in relation to the norms. On the other hand, the non-MES group was .7 of a school year below the norm at initial test time and one school year below the norm at final test time, indicating additional retardation of .3 of a school year in relation to the norms.

Over-all, these MES groups revealed superior performance in word knowledge and reading comprehension when compared with the performance of non-MES counterparts.

Based on the longitudinal comparisons of these participating pupils in the third, fourth, and fifth grades in four

Comparisons of Grade Norms and Mean Grade Scores on the Metropolitan Word Knowledge Initial and Final Test for Pupils in Four Special-Service "Old" ME Schools with Pupils in Four Special-Service Comparable Schools

			(Oct., 1966)			(April, 1968)			
			Initial		Mean-Norm	*Final*		Mean-Norm	Net
		N	Mean	Norm	Diff.	Mean	Norm	Diff.	Change
				Third Grade					
Third	MES	395	1.7	2.1	—.4	3.8	3.7	+ .1	+.5
	Non-MES	491	1.7	2.1	—.4	3.1	3.7	— .6	—.2
				Fourth Grade					
Fourth	MES	282	1.8	2.1	—.3	4.8	4.7	+ .1	+.4
	Non-MES	292	1.8	2.1	—.3	4.5	4.7	— .2	+.1
				Fifth Grade					
Fifth	MES	263	2.5	3.1	—.6	5.1	5.7	— .6	.0
	Non-MES	314	2.4	3.1	—.7	4.7	5.7	—1.0	—.3

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[3] Only the Forlano-Abramson reports are based on strict longitudinal studies, that is, the same children are in both the initial and final tests.

matched ME and control non-ME schools, the following conclusions may be drawn:

1. There is a consistent pattern of more growth in reading on the part of the various MES grade groups when compared to the growth shown by comparable non-MES groups.

2. The pattern of greater growth on the part of the MES groups appeared when the results were analyzed by the use of grade norms and when the gains were analyzed for statistical significance.

3. The reduction in reading retardation was, in general, greater for the MES groups as compared to that for the comparable groups.

CONCLUSION

There is enough statistical and other evidence to assure all that the MES program offers sound educational guidelines and makes pupil achievement possible. The identification of the MES program in a report issued in September, 1968, by the United States Office of Education as an "exemplary program for the education of children in disadvantaged areas," should add to this assurance. The yearly evaluation reports all stress the growing enthusiasm for the MES program by school staffs, children, and their parents, as well as community leaders. Teacher morale is high and teacher mobility low.

Parent participation has increased in number and in quality. Pupil attendance has risen sharply and school and classroom discipline has been reduced to a minimum, and so has school and classroom vandalism. All observers have noted the positive school climate, one of the more visible features in all ME Schools.

The MES program is being adopted and adapted by a growing number of school systems throughout the nation. National and state legislative bodies are considering passage of "More Effective Schools Acts." The State of California has already passed such legislation.

Many experimental programs have been advanced and implemented by the New York City school system, but none is total and schoolwide, as is the MES program, and none contains the necessary guidelines and educational ingredients (as a totality) to assure the possibility of long-range success.

No one has challenged the essential soundness and integrity of the MES program. Whatever criticisms have been made have dealt with aspects of implementation. Such criticism is necessary and legitimate, for no matter how inherently sound an educational program may be, it is doomed to failure if those responsible for implementation are incompetent, indifferent, or antagonistic.

The American Federation of Teachers and its affiliated state and local bodies will continue to campaign for the expansion of the MES program until all of our nation's youth are taught in effective schools.

APPENDIX

For the complete evaluation reports, write to the following:

1. Hortense Jones, Acting Director
   MES Program
   Board of Education
   131 Livingston St.
   Brooklyn, New York 11201
2. Dr. George Forlano, Assistant Administrative Director
   Office of Educational Research
   Board of Education
   110 Livingston St.
   Brooklyn, New York 11201
3. The Center for Urban Education—The 1967 and 1968 Reports on MES. The CUE also put out a special supplement on MES (May, 1968) containing evaluation of CUE 1967 report by Sidney Schwager and Prof. Harry Gottesfeld. The Center for Urban Education is located at 105 Madison Ave., New York, N.Y. 10016.
4. The USOE Office of Programs and Evaluation, Washington, D. C., has had a study prepared by a research team from Palo Alto. This team studied over 1,000 compensatory programs. They recommend 21. MES is one. The title is, "A Study of Selected Exemplary Programs for the Education of Disadvantaged Children," Part II, September, 1968.
5. The Psychological Corporation (304 E. 45th St., New York, N.Y.) is preparing an evaluation report on MES for 1968-1969. It will be out in the fall of 1969.

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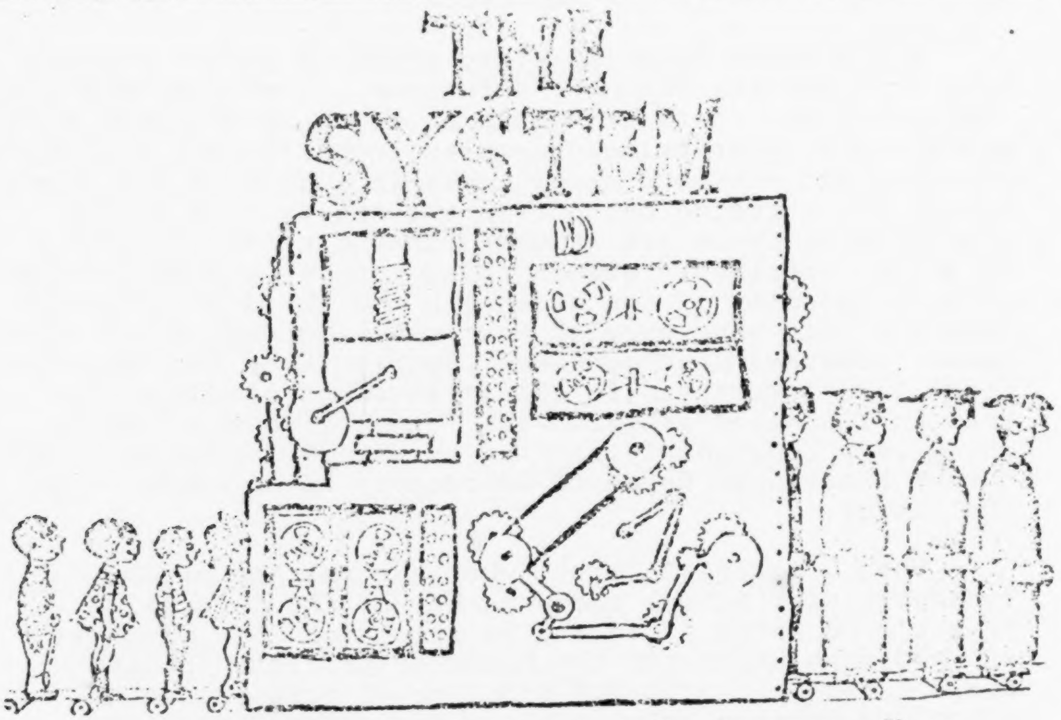

The main thing is not to take it personally

The Experiment at Banneker School

by

Francine Moscove

Writers Workshop Pamphlet
No. 3

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INTRODUCTION

The present unsatisfactory state of public schools begs fast and far-reaching solutions. Overcrowdedness, lack of funds, ineffectiveness in teaching children to relate to an increasingly complex technological society. Numerous projects and experiments in education are presently being tested out across the nation, and in the city of Gary there are several running presently. Some of these experiments are enjoying modest success because of the ingenuity of the designers and the dedication of teachers that have carried them out. Certain other programs, however, have provided opportunities for corporations less interested in the improvement of education than in financial profit. The Banneker School Project which is a behavioral-learning oriented program carried out by Behavioral Research Laboratory is an example of the latter.

When Francine Moscove, who is a teacher at Gary's Roosevelt High School and a member of the Calumet Writer's Workshop began the research for this pamphlet, she had high hopes for the Banneker project. Having dealt first-hand with the problems of mass education which are particularly acute in the ghetto area, Miss Moscove was hopeful that the well-publicized behavioral learning project was a step in the right direction. The results of Miss Moscove's research were discouraging to her as they may well be to any parent or teacher who has any illusions or misinformation about the Banneker School Project.

Last September when Behavioral Research Laboratories came to Gary to organize an experimental educational project at Banneker School, it immediately became the center of a controversy in which the State Board of Education, the Gary Teachers' Union, the school board, the parents, the media and others became involved. Since that time each group has questioned the program in its own way and using its own criteria. Sometimes the criteria was self-interest, sometimes it was a question of legality, but more often the controversy has raged around the question of what is best for our children. And the ultimate criteria for judging this program should center around the question of what is best for the children.

The public schools, for many reasons, have not been effective enough in the past in the area of teaching children to read. Some of the reasons are financial, some are social, some are behavioral. But the problem, whatever its causes, remains. And everyone involved in the current controversy agrees, at least, that a solution must be found. An inability to read adequately is a grave problem and a serious impediment to the entire educational progress of a child. But education involves many things and is a total process and to teach our children to read in a system that is, perhaps, detrimental to other educational objectives may have an outcome that will be, in the long run, unsound.

Certainly, reading is a vital. But what are the other objectives of a good school, a good educational system? We want, first, for our children to be competent. We want them to be able to perform well intellectually in many areas. We want them to function well in a social group, to be well-adjusted. We want them to learn about our culture; to understand its past, deal with its present, and have an effective part in its future. And underlying all this, we want them to enjoy learning, to develop an intellectual curiosity that will carry them far educationally and socially. The question is; does a system of programmed learning have the potential to fulfill these goals?

Programmed, or behavioral learning, is a machine and book oriented system of learning. The underlying rationale is that given the proper machines and books a child can progress at his own pace through a series of graduated materials. In a typical programmed situation, the child works with materials that are question and answer oriented. The book or machine poses a question and the child selects what he believes is the "correct" answer. Then the child checks the answer to see if he got the "right" one. If the answer is "right" the child goes ahead to the next problem. If the answer is "wrong," the child is redirected to another branch that helps him correct his mistake and this branch eventually leads him back to the main section of the program. The emphasis in such materials is on "right" and "wrong" answers. There can be no room for interpretive or creative answers. The underlying assumption is that there always is a "right" answer. So in addition to teaching a certain body of material, the program also teaches an attitude toward learning. The answers, of course, are determined, not by the child or the teacher or the group, but by whoever "programmed" the materials. In an age when education is becoming more interpretive than prescriptive, when learning how to learn is the direction being taken in education, the attitude that one answer is right while another is wrong could be detrimental to the intellectual attitude they will need in later life when the ability to choose from a whole field of possible answers will be vital. There is the possibility that programmed learning could inhibit an attitude of intellectual inquiry.

One of the purposes of primary education is to help a child become socialized, to help him learn to function well in groups, to get along with other people. In a behavioral system, all the emphasis is placed on directing the child's attention to a book or machine. The child spends a great deal of time working with materials, rather than with people. What the effects of socializing children to machines and books is we don't know yet since this type of educational system is new. But the importance of socialization with people taking place at an early age is obvious. It is in early childhood that people learn their attitudes and begin to form behavior patterns that stay with them all their lives.

In addition to an attitude of intellectual inquiry and socialization, we want our children to learn about their culture. What they learn about our past, present, and their attitudes towards the future is a continuing part of their education. What they learn is determined in part by parents, by the media, but also by their schools. Cultural attitudes, historical knowledge are determined in a typical school by the books used, by the attitudes of the teachers, and by the insights that the child brings with him to the classroom. The attitude that the child develops is, then, determined partly by the school's system. How people feel about their society is an important part of the way they act, because we act on what we know and feel to be correct. If the schools have an important role in shaping these attitudes, then social studies, music, art, etc., are vital to a good education. Who determines what the child learns becomes an important question. What the child learns is usually a reflection of the community in which he lives and the attitudes of parents and teachers who live and work in the community are significant in developing the child's views. A teacher may have certain materials to work with, but these are usually open to interpretation and discussion in a classroom setting. Children get used to interpreting value judgments and statements about what our society is. In a programmed setting where answers are usually right or wrong, there is little room for interpretation and what the child learns is determined by who wrote the book. In a programmed social science lesson the child is learning what the book publishers determine he should learn. The child is, in effect, learning that his culture is one way and not another because if he picks the wrong answer he can't "pass Go." He has to stop, learn the "right" answer, and then move on.

In a programmed learning situation, then, the program developers alone determine what the children learn. We would hope that the people who develop materials for young children are intelligent men of good will who care that our children learn the many truths that make up the world and not what they consider to be "The Truth." But can we assume this? What kind of men are involved in behavioral learning? Who are the people who developed the program? Where have their interests been in the past? What were the outcomes of other projects that are, in some ways, similar to BRL's program at Banneker? Is their primary goal the education of our children? In order to examine these questions, the following interviews, statements, information and insights are presented.

First, I would like to examine interviews with two men who are intimately connected with the program at Banneker School. The first interview is with Otha Porter who is an administrative assistant for School City of Gary and whose job it is to maintain close contact between the Banneker program and School City. Then I would like to examine portions of an interview with Donald Kendrick who is the Resident Manager of Banneker School and who works for BRL.

The following interview with Otha Porter ran for an hour on tape. I've attempted to include in these excerpts the parts which I feel are relevant. The purpose is to get at the attitudes of the men who are the policy makers for our schools and perhaps find out why they have brought BRL to Gary. Mr. Porter explained to me, at the beginning of the interview, that BRL materials have been used in Gary in Project Read and this is how School City built up a "working relationship" with the company. The idea of letting them take over an entire school came about, in part, because of a similar project in Texarcana which was run by a company called Dorsett Educational Systems of Norman, Oklahoma.

One of the points that School City has made about

BRL is that they "guarantee" the learning of the children for the same price that the schools are now spending. My inquiries on this came near the beginning of the interview:

Q. It's costing you the same thing to run the school for a year?

A. It's costing us the same to run the school, approximately $800 per student.

Q. Are they spending $800 per child?

A. Well, I imagine they will come pretty close to it, but that's their business.

According to information obtained from Vern Charlson, Director of Special Services at School City, the cost of per pupil education in Gary which is given to parents of out-of-district pupils is for grades 1-6, $669.13 per year. According to an article in "The American Teacher," BRL thus earns a profit of $105,000. In any case, there are no public figures available as to what BRL spends per child.

Q. How are they going to determine whether or not a child is up to grade level?

A. We have an independent evaluator, company name is CENTER FOR URBAN REDEVELOPMENT, C.U.R.E. Bernard Donovan, the former Superintendent of New York Schools, is president of that company.

Q. What is the approach, what does the individual teacher do? I mean, what is behavioral learning?

A. In learning we try to change the behavior of people.

Q. In what ways?

A. I don't know, whatever way in terms of what your goals and objectives are. If you're a non-reader, we want you to be able to read. That's a change.

Q. How do you approach teaching the children?

A. Well they have, uh, you're going to have to talk to one of the instruction specialists out there. I can only generalize about the program. And if I knew specifically what they are doing out there, then I would have the copyright for the program, see?

Q. Who are the teacher's aides and what kind of training do they have, and how are they used in the classroom? How do they function?

A. We don't refer to them as teacher aides in that program. They are Learning Supervisors. You see, our teachers are Curriculum Managers and Assistant Curriculum Managers.

Q. What's the purpose of changing the traditional names of the teachers?

A. Because we've changed the function of the people. They more or less monitor learning, rather then involve themselves deeply in it, you see, just because you are working with, for the most part, programmed materials.

Q. The children work individually?

A. They work individually.

Q. With the teacher serving as kind of a guide?

A. That's right. Now they still have to come back and help youngsters, because we haven't developed any set of materials yet that will satisfy all the needs, and so it is still good to have that professional person aboard. But they more or less monitor learning or supervise the learning situation.

Q. When the behavioral learning approach is perfected, will the teacher become obsolete?

A. I don't think the teacher will become obsolete. Maybe teachers as we know them today, their function and all will be a thing of the past. And, I'll tell you, there are several things that are going to make a change. Number one, if we forget about education, let's just talk about money. As long as the expenditure of education remains somewhat constant, recognizing that it will rise each year...we won't be able to afford a professional person for a group of thirty youngsters. I mean, forget about education as such. I mean, that's pure economics. That is as I see it. When you stop to think with me, suppose tomorrow we were able to pay all teachers between eighteen and twenty thousand dollars, well, we would have to reduce our professional staff significantly.

Q. I see, and then there would be increased use of aides?

A. But what we might say, we might say, O.K., we'll have this professional person making eighteen, twenty, or twenty-five thousand dollars, and assign this person one-hundred kids. And then, this person is going to direct the activities of a semi-professional person. And then those activities, then there might be another level of people working with these kids that we call para-professionals, because we just won't be able to afford it. We might end up with the super-teacher concept. This person might spend more time diagnosing learning problems and prescribing treatment, in an educational sense, and operating more or less as a true professional rather than as a technician. And with programmed materials I can see greater use being made of hardware and software and some of the modern things that we don't know. And it will be for pure, purely economic reasons.

There are a few attitudes implicit in Mr. Porter's views that I would like to mention. The first is that a teacher becomes a "true professional" rather than a "technician" by being removed from the classroom and becoming a dianostician. This is an attitude widespread in educational circles; the farther one becomes from the classroom, the more "professional" one becomes. In other words, the teacher is at the bottom of the educational hierarchy, followed perhaps by counselors who are one step removed and then by building administrators on up to the super-professional area coordinators and central administrators who never need have contact with a child if they wish to. The farther one is from the children, the more professional one becomes.

Another assumption here is that diverting spending into "para-professional" aides and into hardware and software (machines and books) is a educationally sound way of spending money. It seems to me that by the time the "super-teacher" is paid and all the aides are paid and all the money is spent on machines and books, the same expenditures, if not more, will be made. The only difference is that the money spent on teachers' salaries will be diverted to the companies who produce the materials. Teachers will be replaced, strange as it seems after all the jokes that have been made about it, by machines. I don't think any of us took this seriously. It seemed absurd because of the nature of the relationship between teacher and student. Though this is not a sacred relationship and I know, at times grossly imperfect, it at least had the seeds of hope that problems could be worked out in a humanistic way. By removing the teacher from the classroom and replacing the professional with "Aides" and "hardware and software" we are in a sense removing the hope that the schools can be made more responsive to the human needs of our children. And all this to save money. I realize the schools desperate need to save money, but will this, in fact, happen? And if, after all these new machines are paid for, all the new programmed books are purchased, and all the aides are paid, and the "super-teacher" receives his or her $25,000 per year, and money is saved by some sort of unbelievable manipulation, what about the child at the bottom of this educational super-bureaucracy?

Q. Do you believe that programmed learning, in the sense that you are talking about it, children using materials and being directed by someone in how to use them, would be a twelve-year educational process?

A. It will be a lifetime educational process.

Q. Do you think about anything that can be learned, any learning that is real learning can be tested and do you subscribe to that?

A. Yes. . .

Q. And there are no kinds of learning that can't be tested? If it can't be tested, it's not learning?

A. No, I didn't say that! No, I said that, when you talk about learning in the affective areas or domaine, sometimes it's difficult to measure objectively.

Q. Uh-huh. But would education continue into those areas, or would it just stress more objective kinds of learning?

A. Well, I think it would depend on the purposes of education.

Q. But aren't you shaping the purposes of education by, if you teach a child in a behavioral manner from first grade though college or twelfth grade, aren't you shaping what education is?

A. It depends on what the priorities of education are, if they teach or you can measure behaviorally, you know, I guess you can identify that on paper now. Sometimes people guess wisely and they'll know the answer that people are seeking. But that's education, that's the mark of an educated person, too.

Q. You mean knowing how to take tests?

A. Yes. No, knowing how to give the answer that they think the person in charge is seeking.

Q. Where does creativity come in?

A. Well, it seems to me that we're playing games there because we're talking about a human being reacting to the material. And when we talk about people and materials, we're still talking about human behavior.

Well, what about the child at the bottom of the super-beauracracy? Will his needs be shaped by the educational system or will it be the other way around? Education is moving in two divergent directions. The first, we see here, is one in which the educational system decides what the child needs to learn, how he should learn it and then implements this in the classroom. The other, as we have seen in the last few years in our schools, is a direction in which the child makes his needs known by various methods and the system attempts to shape itself to fit what the child and the parent feels is important. This question of shaping the ends of education is more important than it seems at first. Since people are fitted for society largely by the schools and the schools are in turn shaped by society, there exists now a kind of mutual pressure for change from within the schools and from the community. The direction of change though slow and imperfect, is at least coming from the people most directly involved. If, the day comes when the ends of education are shaped by educational companies whose motives we cannot know for sure, then the education of our children is truly and completely out of our hands.

Mr. Porter's implication is that the "mark of an educated person" is knowing how to give the person asking the questions the "right answer." If the educational beauracracy decides that the most important thing for our children to know is how to give "right answers" then the schools will, if they succeed, turn out children who value responding "correctly" to a stimulus rather than children who value intellectual inquiry.

In teaching, the material to be learned usually shapes the method of presentation. Some materials are best taught inductively, bringing students to various conclusions by a series of questions. Some materials are taught by rote, as when a child memorizes a spelling list. In conceptual learning, the lesson would usually take the form of a discussion, since ideas are presented in this type of situation. This kind of learning is usually associated with literature or history where the concepts of literary or historical development are more important than strictly factual information. In language classes or in mathematics or science, though it does not always hold true, there is more factual learning, more memorization. This, of course, is a generalization. But, some subjects are more fact oriented than others. So teaching methods vary from subject to subject. In subjects where rote learning is stressed, we find what we call "teaching to the test." In other words, if a certain language dialogue is to be learned in Spanish class, the students drill until they know the dialogue and then are tested on it. In this situation it is a productive, if somewhat unpopular, approach. To use this method in a literature lesson or history lesson would be nonproductive. The students might come out knowing the first seven verses of the Odyssey or the birth dates of all the famous American writers, and probably little more. The point is that perhaps programmed materials could be purchased by the schools and used as a tool by teachers in certain kinds of classrooms, as language labs are used now. Any one kind of approach or material can never be more than a tool to be adapted by students to aid them in the learning situation.

Another point I want to make here is that in factual learning one is always teaching to a test. There are two ways of teaching to a test. The first is when one has students memorize exactly the same materials that he or she will be tested on. We all memorized poetry in school and then were tested by reciting the poem. The other kind of teaching to the test is when the lesson taught is indirectly related to the test. One example of this is when a language teacher has her students memorize dialogue and then has them generate new sentences from the vocabulary they already know. Or in an English class, students use grammar rules which have been learned by rote to modify the use of their own language. Some vital learning, though, is done when students form their own conclusions and are restricted only by the necessity to use some generally accepted form of logic in relation to the subject matters.

The necessity to teach to a test puts a great deal of pressure on the teacher to deal only with factual materials and encourages him to leave out conceptual learning. In the average classroom, the teacher is free to balance out the situation with varied lessons. Most language teachers teach the culture of the countries in which their language is spoken, knowing that students don't relate well to facts presented in a vacuum. The context of learning is important, too. But where teachers are constantly aware that at the end of each lesson there lies a quiz or test, they are put under enormous pressure to conform to the demands of the test.

In New York State where they have the Regent's Exams, and in England where all students take exams in the sixth grade to determine their educational future, there have been enormous pressures placed on teachers for their students to score high and in some cases education has taken the form of direct preparation for the tests involved. This has be to be an intellectually and morally dishonest process. But teachers whose success depends on how well their students perform, more often than not give in to such pressures.

In a situation such as the one at Banneker where the pressures are greater, it would be hard to believe that a great deal of teaching to the test is not going on. The very nature of behavioral learning would encourage it with its emphasis on facts over concepts. In addition to this, there are other pressures on everyone involved in the Banneker project. The teachers can be transferred on 15 days notice if they cease to "fit in" to the program. The School Board has a lot of prestige and a lot of money invested in this project. They would look bad in the eyes of the community, not to mention the broader educational community, if the project fails. And then there is BRL. Nothing in the past has led anyone to believe in the idealism of the industries that operate from a profit motive. They have the most at stake. If industry can look good, seam to perform better in the schools than the professional educators, then they have a new, wide open field to exploit. With federal funds available to the schools under grants from OEO and other agencies, all they have to do is start producing the "hardware and software" and millions of dollars will be rolling in their cash registers. If the war ends, government spending could well be diverted into various projects such as Banneker. And industry will be ready, if Banneker is successful. With these pressures for it to come out looking good, the chances of failure are about equal to the change that U.S. Steel will stop polluting the air. Considering the fact that industry with its profit motive morality has brought us filthy air and water, unsafe cars and dangerously poisoned foods, I would tend to take a very close look at any "product" they consider to be successful. If our children come out in the same condition as our cars, we're in trouble. Too often industry, in serving the "public interest" has succeeded only in serving up a farce.

BRL may be the first company to take over an entire school, but it is not the first company to involve itself in a public school system. One interesting predecessor of the BRL project is one I mentioned briefly, the involvement of Dorsett Educational Systems in the Texarcana Schools. The company was contracted to run a reading and math program in the school. The program was funded by a $270,000 federal grant and concentrated on students in grades 7-12. Minnie Berson in her column, which appeared in "The Journal of the Association for Childhood Education" (March, 1971), states: "In May, 1970, when pupils were being tested for achievement, some admitted familiarity with the standardized test items. An independent auditor concluded that pupils had been taught "to the test." Lloyd G. Dorsett, the contractor, agreed that the experiment had been "slightly contaminated," blaming "the misguided efforts of a harried and pressured head programmer. (Nina McCain, "Education's Cure-All a Profitable Gimmick?" Boston Globe, September 30, 1970.) In another report on the same project in the November 1970 issue of American Teacher, Miles Myers states, "Texarcana's program began October 15, 1969, and early evaluations reported phenomenal results. But a recent audit established that Dorsett's teaching machines were programmed to teach some of the questions that appeared on the evaluation test. Lloyd Dorsett, head of the company, reported that the irregularities were caused by an "overanxious programmer" no longer with the project, and that only 6.5% of the test results were involved. (The programmer turned out to be Dorsett's sister who plaintively explained: "I did everything I could to see that the company made money on the project.") Myers goes on to say, "Dr. Dean C. Andrews whose Regional Educational Service Center, Magnolia, Arkansas, has been hired to evaluate the Texarcana project, claims that between 30 and 60 percent of the test results may be invalid. Whatever the results, it is quite clear from this experience that the profit motive does not guarantee a deep commitment to improving a child's education."

Michael Harrington has some interesting observations in his book Toward a Democratic Left. "The Office of Education . . .was considering a grant of $2 million to build a computer classroom for Menominee Indians in Wisconsin. Westinghouse was to develop the hardware which would eventually serve sixty students. This considerable investment would do nothing to help the nine hundred other children on the reservation who were receiving inferior education from unqualified teachers. And the proposal was made at the precise moment when mechanized teaching is being criticized by some educators because of its impersonality. However, if the "New Republic" is right, the motives behind the decision did not focus on the needs of these particular children but on considerations of governmental-corporate REAL-POLITIK. 'The one substantive reason for financing this project,' the article said, 'is the government's interest in building up the education industry; in this instance, picking up Westinghouse's developmental costs so it can compete with other companies, like IBM, which the United States also finances.' So these young Indians might be among the very first students in the land to have their education designed according to the political engineering principles of the B-70 bomber."

In the final analysis, how the BRL project will be evaluated is somewhat irrelevant. Whether or not the project is a "success" is not as pertinent as the fact that what is being evaluated is essentially unsound. It may be judged "successful" by the evaluator, but on whose terms is it successful? The children could all score high on the tests they give, but what is the criteria for the tests? It seems that the criteria would have to be how well the children do on the tests they have been trained to take. Industry judges a car successful if it sells well when put on the market. But is a car successful if it disintegrates when involved in a collision? Industry's criteria of success is usually centered around how "marketable" a product is. A "marketable" education system is not necessarily one that has good content, but; judging by the general criteria of the profit system, one that looks good enough to sell. But, despite this, it would still be interesting to take a look at the kind of evaluation School City has in mind for BRL. I raised this question during the interview with Mr. Porter.

Q. When and how will the results of the program be made known generally to the public? Will there be some kind of an evaluation at the end of the first year?

A. A pretest was administered to all youngsters in the center in September. And then a 20% sampling was done in January. And all of them will be tested again in the later part of May, first of June, something like that. Now, I feel the results will be made known to the public, but we aren't obligated to make the results known to the public because few school systems in the country make results of their tests known to the public. We will probably do it as a service to the broader educational community, but only if we want to. And that decision will be made by the School Board and also BRL people since this is a joint venture. We aren't mandated by anyone to do so.

Q. Will the results be made available to anyone doing research on the project?

A. No, I don't think we'll have anyone doing research on the project because CURE is going to research them to death anyhow. By the time they finish with the kids and administering attitude scales to the parents and kids and all that there won't be room for anyone else to come into the program. The evaluation job over there will be quite comprehensive and we won't have time for Tom, Dick and Harry and this guy who's conducting his piece of research to go in there and check out things.

Q. Will Cure publish some kind of resume?

A. CURE will submit their findings to us. They are in our employ and they take their orders from us and BRL. That's the material information that we're paying for and we handle it as we see fit and won't be dictated to by anyone as to how it will be. . . I know that sounds harsh but I'm just trying to say we will PROBABLY disseminate this information broadly, widely, but, uh, we are under no obligation.

Mr. Porter's attitude is interesting in light of the fact that the entire BRL system has been set up because of the advent of the concept of "accountability." The idea behind accountability is, of course, that the school system is directly accountable to the community for the performance of the schools. Are we to assume that the school board is under no obligation to make the test results known to the public, when in fact one of the underlying assumptions behind performance contracting, as this is often called, is that the people have the right to know what the goals of learning are and how the schools have done in achieving these goals?

His assumption that they are "under no obligation" to make the results known is a contradiction in a system that came out of the concept of accountability. It seems that BRL is supposed to answer to the school board, CURE is answerable to the school board and BRL. Ultimately the school board is "mandated" to make all information available to the public. Otherwise instead of a system of accountability, we have a situation in which the people most involved are least informed. The community certainly has a right to all information concerning this project since it is their children and their money which is involved.

As I mentioned before, even an evaluation showing that BRL has achieved all its goals, there is still the question of the validity of its goals. The only way they could ultimately serve the public interest, is by educating children to achieve their own potential in whatever diverse ways this potential might be manifested. Can industry with its emphasis on marketability over quality do this? Another interview, this time with Donald Kendrick, the man who is in charge of the Banneker project for BRL, may give us some insights into the question. This interview appeared in the "Journal of the Association for Childhood Education" in March, 1971, and was conducted by Minnie Perrin Berson. The goals and values of the company were reflected in the people who are chosen to represent it.

> Q. We would like to know something of the in-service training you did with the staff to prepare them for this program.
>
> A. Retraining a staff is difficult in concepts and methodology. We say, throw away everything you've done, because it's not going to be useful any longer. You are no longer the dictator in the classroom. The child learns by himself, so you get out of that problem. The SYSTEM teaches.
>
> Q. How is the center administered?
>
> A. My staff (BRL employees) and I administer the school. We're going to establish, in this center, a program improving learning. All the students will read and do math well.
>
> Q. How?

A. By using BRL/Sullivan and AAAS Allyn and Bacon materials. Materials make things happen.

Q. That's it?

A. The teachers come in a couple of weeks before school starts and we train them.

Q. Who trains the staff?

A. The representatives of the book companies whose books we use.

Q. What about human relations?

A. Competence is the most important thing.

Q. Mr. K., what is your background?

A. Oh, I was afraid you'd ask me. Lockheed Missiles. I'm a systems analyst. I view things analytically. Keep out emotions. The idea is, let's fix this and the children will come out different. When people have needs, the relationship disrupts. If you want more money, it interferes.

Q. But we hear that the teachers have threatened to strike and the aides, who are community parents, are ready to walk out at Banneker.

A. You're always going to have tensions. Industry says, we want a job done. This is the difference. You don't have to love the guy next to you on the assembly line to make the product. He puts in the nuts, you put in the bolts, and the product comes out. Teachers can hate me and still get children to learn.

There is nothing in this interview to lead us to believe that industry has at last seen the light and is setting out to involve itself in projects that will serve the public interest. Mr. Kendricks attitudes are those of a man who wants a job done and damn the consequences. The consequences of this kind of an attitude are all too apparent. Industries lack of interest in the by-products of its production techniques is appalling. Here we see that the focus is on the output of the system and the by-product of human hostility is considered irrelevant. Since the children are viewed as a "product" with no human response system, it is assumed that it does not matter that the people who "put in the nuts and bolts" are hostile toward the system, and each other. The children, being viewed in a non-human context, are supposed to not notice this.

"Keep out the emotions."

"The system teaches."

"You don't have to love the guy next to you on the assembly line to make the product."

"He puts in the nuts, you put in the bolts, and the product comes out."

It seems that we adult humans are to become automatons on an assembly line conveyer belt down which rolls our children. We need only to take orders, put in the nuts and the bolts, ignore each other, and our children will come rolling off the conveyer belt like so many pieces of assembled machinery and into the waiting bins of society to be checked for imperfections, sorted and put to use until they wear out and are discarded. Of course, once the "system" is perfected, worn out machines will be replaced more rapidly and the "system" we call society will never be without the parts to keep its hugh industrial machine in order. As Mr. Myers said in relation to the Texarkana project, "...it is quite clear from this experience that the profit motive does not guarantee a deep commitment to improving a child's education."

Michael Harrington makes an interesting point in his book concerning dangers of the "social-industrial complex." He states, "America might unwittingly hire business to build a new urban civilization on the basis of the very money-making priorities which brought the old civilization to crisis." He also quotes Charles Silberman, author of Crisis in the Classroom, saying industry and government are "likely to transform both the organization and content of education, and through it, of American society itself." In other words, industry could use its influence in our schools to serve its own ends. Ultimately, the specifications of the contracts that they make with the public schools could be developed by the company, rather than by the school system. Then the industries would be in a position to dictate content to the schools as well as organization

And ultimately we might find ourselves in a position in which the school system would be designed to fit the needs of industry, the buildings themselves adapted to the machinery that industry would produce and the entire focus of education switched to suit the needs of industry rather than the needs of the children. Just as there was enormous pressure to build the SST because of the government money that was being poured into private interests, there will be enormous pressure to put government money into the schools to increase corporate profit. General Motors can't seem to make a safe car. Can they educate our children. General Mills' cereals are full of "empty calories." What will they do for our children's minds? General Electric has contributed to the pollution of our lakes. Can they suddenly care enough about the "public" to ignore their need for profits in relation to our schools? If industry can serve "in the public interest" they certainly haven't exhibited a need to do so in the past.

In the end, we still come back to the problem of raising the competency levels of our children to an adequate level. If one accepts the belief that industry is not the place to turn in solving our educational problems, then where do we turn? The only answer is: to the schools, to ourselves. We are in a time when the schools are facing grave financial difficulties, as well as suffering from their traditional institutional-bureaucratic inability to adapt to the needs of society. There won't be any quick solutions but they have to come faster than they are coming now. The schools should be accountable for what they do; perhaps not in the sense that industry claims to be accountable for its products, but in the sense that a parent has the right to expect his child to have a happy and successful school experience. Considering the social-economic barriers we face, how can we achieve our goals?

No matter how great the problems of the schools become, and they will become more serious in the future, the responsibility for solutions has to remain with the community. The answer doesn't lie in any one direction. First, the problem of school finances must be solved, and before our schools become entirely crippled. Pressure for adequate school aid has to be increased by all groups in the community who have the interest and the power to work at this level. If the interest or power isn't there, it has to be encouraged and developed. Perhaps we can't conjure money out of the air but we can take the responsibility to see that the money necessary to maintain vital programs will not be cut while government money is available only for industry supported projects. School systems all over the country are operating in a crippled condition while government spending is diverted to countless military and industrial projects.

Aside from the financial problems we face, there must be more impetus within our schools for more effective programs. And again the impetus has to come from concerned groups within the community. For example, the teacher's union in Gary is a well-supported organization. Most of the teachers in Gary are members. The teacher's union has been critized for its lack of influence in the direction of educational programs. But the union is, perhaps, responding to the wishes of its members and its focus in the past has been in the area of salary and teachers' rights. Considering the state of both in the past, this was necessary. But if the union is to be a responsible community group, there has to be more interest by the teachers in fighting for better programs and facilities. Fighting for a living wage is certainly worthwhile, but fighting for living schools is important, too. Because of the strong teacher's union, Gary has been able to attract and hold some very competent teachers. And the competence level is high enough among the professionals in School City to solve the problems we face. I don't believe the impetus is lacking either. I feel that it is a matter of organization. It's too easy for people with good ideas to be overwhelmed or discouraged by the bureaucratic mass of a large school system. New ways have to be found to utilize the human talent that is available.

The Teacher's union is one organization among many that influenced our schools. And perhaps some new groups need to be formed to present the needs and problems of parents and students to the schools. When a crisis arises, ad hoc committees are formed to go to board meetings. Perhaps we need more permanent groups to formulate programs and provide a continuity to community involvement in the schools. Because if we don't attempt to run our own schools, there are people with less cause to care about our children, waiting to move in.

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This is a Writers Workshop pamphlet. These pamphlets are produced by citizens of the Calumet region (Indiana/Illinois) on subjects of local interest. We do not try to cover every angle but we hope to stimulate further thought and action on problems which affect our daily lives.

If you have comments, ideas, information, or would like to become a member of the Writers Workshop, please call:

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[Kansas City Public Schools' report]

SCHOOL SERVICES INCREASED

By Patricia Jansen Doyle

The Kansas City public schools will open Aug. 31 with increased services but will face drastic cutbacks in the second semester if additional funding does not materialize.

This was decided yesterday when the Board of Education approved the strong recommendation of Dr. Andrew S. Adams, superintendent of schools, for budget guidelines providing $1,065,000 in increased services over and above those already authorized for the 1971–72 year.

The board approved the plan by a 7-total vote on condition schools operate for the full 175 days required by the state. Earlier a coalition of six employee organizations asked for a restoration to the 1969 level of quality, with schools closing early if the money ran out.

The services will be for increased instructional materials, instructional improvement projects, in-service training for staff, additional computer capacity in the central office, emergency repair of buildings, and legislative and campaign expenses.

If additional funding is not found, the board will face eliminating up to 260 jobs of teachers, counselors, home-school coordinators, consultants and nurses. It also will face eliminating such services as instructional television and the entire basketball and track season of the Interscholastic League.

In order to be able to cut back jobs the second semester, Dr. Adams said that a percentage of the present 250 professional vacancies would be filled with substitute teachers who are paid on a day-to-day basis. He did not indicate what that percentage would be.

The plan adopted does not provide cost-of-living raises for employees for the entire year. It would provide the $300,000 in annual increments for teachers and restore extra pay for extra work, provided both items are permitted under the national wage-price freeze.

Without any cutbacks, the superintendent's plan calls for the expenditure of $56.3 million this school year. The school district's total revenue is estimated at $53.9 million, including an estimated $1.6 million from reassessments in Jackson County.

The district would have to eliminate $1,622,000 in jobs and services the second semester if there is no levy increase or no futher increase in reassessments.

In recommending his plan, Dr. Adams said:

"This approach has been advocated by employee groups, citizens and local governmental leaders speaking for the business and larger community. The plan is consistent with running schools until the money runs out within legal restrictions fulfilling employee contracts and holding 'sub-standard' educational programs through the second semester for the full school year to qualify for state aid.

"The plan includes reasonable educational programs as long as the money lasts; but does not include reasonable and well-deserved cost of living employee benefits."

Thad C. McCanse, attorney for the Kansas City School Administrators Association, presented the joint statement of the six employee organizations seeking a restoration of the educational quality which existed before more than 400 jobs were eliminated in the summer of 1969 at the beginning of the financial crisis here.

Those cutbacks eliminated $3,100,000 in 1969 from the school district's annual budget.

The joint statement also sought new contracts for employees before Aug. 31 providing "reasonable" cost of living raises and other fringe benefits, the effective date contingent upon the national wage-price freeze.

It asked that schools close and be kept closed until money was available to operate at the 1969 level.

In addition to the administrators, the coalition included the Kansas City Federation of Teachers, the Kansas City Education Association, the Kansas City Association of Educational Secretaries, Cafeteria Service Employees, Local 12 of School Service Employees and the Executive Committee-Staff Association of the Kansas City Public Library.

McCanse said that if the school board did not restore an adequate level of services, it faced the prospect of either a work stoppage or employees submitting to an "inferior" program.

The administrators' representative urged the board to resubmit a levy to the voters.

"You can't wait very long," McCanse said. "You can't wait for the end of the freeze."

Michael Gordon, attorney of the service employees, added: "If the board refused to hold a levy election, it means employees' wages will be frozen for a full year."

The latest date that the board could get a tax increase on the tax rolls following an election would be about Dec. 1.

Harry L. Hall, a board member, said the school board might begin thinking whether it wanted to submit a new levy at the end of the wage-price freeze. He supported Dr. Adams's plan for the coming year, saying:

"We would have good education for six months. This is preferred to mediocre education for a year."

Byron C. Shutz, the only member to vote against the superintendent's recommendation, said he would have favored a lowered level of spending for the entire year to prevent any danger of "deficit spending."

Henry P. Poindexter and Eugene Browning also favored a full year of lowered spending, but both supported the superintendent's plan after it was agreed the motion would guarantee a full school year of operation.

The Rev. Edward L. Warner was the only member to speak in favor of the employees recommendations and at one point asked the superintendent to develop a recommendation as to the real needs of this school district in order to restore quality.

"I live in a ghetto and I am a product of the ghetto," Father Warner said. "I know some of the things Byron has and can give to his children, the people in the ghetto can't give."

He finally supported the superintendent's recommendation after stressing he hoped options for increased quality would be kept open.

Mrs. Robbie Tyler, a consistent opponent to increased taxes and spending, was out of town.

[From the American Teacher, April 1971]

TALE OF A PERFORMANCE CONTRACT

WHAT HAPPENS WHEN A PRIVATE BUSINESS AND A FORMER LOCKHEED SYSTEMS ANALYST TAKE OVER A PUBLIC SCHOOL IN GARY, INDIANA?

(By Minnie Perrin Berson*)

During the past year, performance contracting in education has proliferated all around the U.S. I decided recently to go to Gary, Ind., for a first-hand observation of performance-contract process.

GARY AND BRL

On Sept. 29, 1970, Gordon L. McAndrew, superintendent of schools, called a press conference[1] to announce a four-year $2.4-million performance contract with Behavioral Research Laboratories (BRL) of Palo Alto, Calif., for the purpose of converting the Banneker Elementary School into a nongraded curriculum center. The contract stipulates that BRL will receive an annual $800 for each of the 900-plus pupils at Banneker, with a refund to the school district for any child not achieving at or above national norms at the end of three years, as determined by an independent evaluator.[2]

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*Minnie Perrin Berson is director of early-childhood education at Illinois State University. Her report on her visit to Banneker School is taken from "Texarkana and Gary: A Tale of Two Performance Contracts," and reprinted, with permission, from Childhood Education Magazine, March 1971.

[1] The press releases, "Nation's First Contracted School Opens in Gary" and the "Fact Sheet," may both be obtained from Donald Kendrick, Center Manager, Banneker Elementary School, Gary, Ind.

[2] The independent evaluation is being conducted by the Center for Urban Redevelopment and Education, whose president is Bernard E. Donovan, former superintendent of schools, New York City.

Since Gary is just a three-hour trip from my home, I phoned the Banneker Curriculum Center to arrange for a visit, asking a seasoned school administrator to accompany me.[3] We were advised to come during the period from Dec. 16–18 to join an already scheduled tour.

Typical schoolmasters, we arrived early enough for an opportunity to chat with teachers and see the school open its business day. We were promptly advised, however, that the tour would not start for another hour and were ushered to a coffeemaker in the multipurpose room, to mark time.

When the rest of the visiting group arrived, we were all led into the office of Donald Kendrick, BRL's resident manager. Since Clarence L. Banford, Banneker's past principal and present "learning director," was not present, we directed all questions to Kendrick. The dialogue follows:[4]

DIALOGUE WITH THE RESIDENT MANAGER

Q: We would like to know something of the inservice training you did with the staff to prepare them for this program.

A: Retraining a staff is difficult in concepts and methodology. We say, throw away everything you've done, because it's not going to be useful any longer. You are no longer the dictator in the classroom. The child learns by himself, so you get out of that problem. The system teaches.

Q: How is the center administered?

A: My staff (BRL employees) and I administer the school. We're going to establish, in this center, a program improving learning. All the students will read do math well.

Q: How?

A: By using BRL/Sullivan and AAAS Allyn and Bacon materials. Materials make things happen.

Q: That's it?

A: The teachers come in a couple of weeks before school starts, and we train them.

Q: Do you have any ongoing workshops?

A: Only on demand.

Q: Who trains the staff?

A: The representatives of the book companies whose books we use.

Q: What about central-office supervisors and other staff?

A: They really haven't been doing this job well. What has been established over the years hasn't worked. So we do it differently.

Q: What about human relations?

A: Competence is the most important thing.

Q: Mr. K, what is your background?

A: Oh, I was afraid you'd ask me, Lockheed Missiles. I'm a systems analyst. I view things analytically. Keep out emotions. The idea is, let's fix this, and the children will come out different. When people have needs, the relationship disrupts. If you want more money, it interferes.

Q: But we hear that the teachers have threatened to strike and the aides who are community parents, are ready to walk out at Banneker.

A: You're always going to have tensions. Industry says, we want a job done. This is the difference. You don't have to love the guy next to you on the assembly line to make the product. He puts in the nuts, you put in the bolts, and the product comes out. Teachers can hate me and still get children to learn.

Q: But how about the little love relationships between teacher and child that motivate the child? You are saying that you really don't need teachers to motivate children to learn. Now you have one teacher and one aide to about 40 children. With your philosophy you probably could justify one teacher for every 120, or one classroom manager for every three rooms.

A: You are right. It proves that you don't have to give a $20,000 salary a year if children can learn without a teacher. Everyone has to be a member of the team. The difference between curriculum managers (master teachers) and learning supervisors (paraprofessionals) is that managers can evaluate exceptions.

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[3] I was accompanied on this visit by Frank Thompson, past State president of the Illinois Elementary School Principals Association and principal of Emerson Elementary School, Bloomington, Ill.

[4] From notes taken in shorthand and later verified by another member of the visiting group.

Q: Tell us how you allocate that $800 per child. What is the cost analysis?

A: Well, we can't tell you yet.

Q: Who is in charge of the education of the school?

A: Mr. Banford, the learning director.

Q: What do you do?

A: Train the staff, hire, maintain records, handle custodial services, food, community relations, learning materials, things like that.

Q: You hold the purse strings, then, and that means you also control the instruction, since you determine what materials are to be used and who does the teacher-training.

A: We have $800 per child to manage the job.

Q: There is a textbook law in Indiana. How do you get around that, if you use only your own and related materials?

A: Well, we go through the other textbooks, and if a page fits our purpose, we duplicate it and work it into our program.

Q: What about psychological services?

A: The school psychologist was here and he tells us that the kids who used to have problems are now problems no longer. They are motivated to learn. He is really pleased. They are absorbed in the program.

Q: Do your central office supervisors visit?

A: Oh, yes!

Q: Do you consult them?

A: We manage the school.

Q: How about community involvement?

A: I hold workshops before the report cards to explain the report cards. The children receive achievement profiles instead of letter grades. We are just starting an afternoon program for parents.

Q: What tests do you use?

A: Metropolitan Achievement, California Achievement.

Q: How do you use paraprofessionals?

A: We call them learning supervisors. The teacher teaches the concept and they assist with reinforcement activities.

Q: Tell us about your orientation.

A: When you change a system, the people involved don't know what's going to happen. The planning is reduced at the initial phases. The managers make decisions on what we need.

Q: What if a child has been out for a long time? How do you place him?

A: The concept of individualization remains the same. We have no group instruction. A child is tested every 24 pages and he must score at 80 percent on BRL materials.

Q: What do you do with transfer students?

A: We skill-test them and place them.

Q: What is the size of classes?

A: We have 25 to 40 children in a class.

Q: What makes BRL so sure they are going to succeed?

A: Because we work at it. You've got to have faith in people, get them excited.

Q: To whom are you accountable?

A: To George Stern, the president of BRL.

THE CLASSROOM TOUR

After this 45-minute discussion with Kendrick, we toured classrooms until lunch time. In the course of the morning, we made three classroom visits. From what we observed, children in this "non-graded learning center" appeared to be placed by age.

Classroom No. 1: Around 40 six-year-olds were divided into three equal groups. The curriculum manager conducted a chart lesson using words-in-color material, with children reciting rote-choir style. A second group sat together at a long table for seatwork, each child using the identical ditto sheet which required him to trace a full page of the letter i. The third group, also at a long table, quietly worked at lotto-type matching exercises, under the direction of the paraprofessional.

Classroom No. 2: A woman came to the door and told us that she was the substitute and that the learning supervisor was in charge. After a short observation of a struggle for control between the paraprofessional and the baffled children, we decided to move on, in the best interests of all parties concerned.

Classroom No. 3: Five and sixes occupied what had recently been a kindergarten classroom. All the children sat on a rug, listening to a record. The curriculum manager manned the record player and the supervisor sat in the back of the room, arms folded over chest. Children were invited individually or in pairs to "do something" to a few bars of music.

Frank Thompson, the Illinois principal who accompanied me, describes briefly his observation of a physical-education class, art work, and mathematics with older elementary children:

Physical education involved about 50 or 60 childern with a single male instructor. The only activity was running relays, and it did not necessitate much instruction for the adult.

Math: Fifth-and sixth-grade children (from appearance and age) were doing number work with a tachistoscope-type machine. Children were asked to keep track of the flashing numerals during a specific time interval. Catching on to the cadence of the machine and the numerical sequence, the children came up with the desired answers on their answer sheets by playing the game according to the clicks. They played it so well that they could do other things and get the right answer without even concentrating.

Creative Arts: When we inquired about the creative arts, two examples were displayed. We we led to a bulletin board filled with colored-in-the-line Santas. When one of the visitors asked, "Is this creative?" we were shown an aquarium filled with little pieces of construction paper to paste over ready-made drawings for a mosaic effect.

While the classrooms are all called curriculum learning centers, we noticed that the rooms had retained the original door plates identifying them by grades. When we asked Kendrick about these remnants of the recent past, he told us they were being retained for human-relations purposes.

My colleague and I agreed that individualized instruction at Banneker appears to be another brand of regimented, lockstep progression conducted largely with inexpensive BRL materials. This may even be an efficient way for teaching specific symbolic skills. But it can hardly be considered a comprehensive "system" of education.

Observed Thompson: "The morale of the school is low. The air is tense. The teachers are tense. The public-relations people are tense. If good learning can go on in this type of atmosphere, then we people in education have been doing an injustice to children with our concern for emotional climate in the learning environment."

THE GARY POST-TRIBUNE REPORTS

Eager for a cumulative report of the three-month operation at Banneker, we stopped at the offices of the Gary Post-Tribune and followed the almost daily reports of the local newspaper.

The reports indicate that the Banneker program has been in trouble from the start. Each passing day compounds these troubles with the Gary Teachers' Union (GTU), the Indiana Dept. of Public Instruction, the school's parents, and paraprofessionals.

GTU claims that, in turning Banneker over to a private contractor, the board violated its contract with the union. A number of the Banneker teachers have been declared "surplus" and transferred out of the school. Remaining teachers understand that they can be forced to resign on a 15-day notice. Salaries at Banneker have violated the local salary agreements, with some teachers possibly earning as much as $5,000 more than other teachers in Gary with similar qualifications. Classes that used to include less than 30 children now have risen to sizes as high as 40.[5]

The Indiana State Dept. of Public Instruction questions the legality of the performance contract, lack of compliance with the state's textbook laws, the placement of children, and the innovative claims of the program. A task force is preparing a report at Banneker for the Indiana General Commission on Education.[6]

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[5] "Gary Teachers' Union Files Grievance in Banneker Case," Gary Post-Tribune, Oct. 21, 1970; "McAndrew Tables Teacher Union's Grievance," Gary Post-Tribune, Oct. 23. 1970; and Ernie Hernandez, "McAndrew, Union Meet on Grievance," Gary Post-Tribune, Oct. 29, 1970.

[6] "Schools Still Await Money OK," Gary Post-Tribune, Oct. 19, 1970, and Ernie Hernandez, "Good, Bad Seen in State Banneker Visit," Gary Post-Tribune, Oct. 21, 1970.

Banneker parents and citywide PTA officials were invited to a meeting (Oct. 22) for the purpose of receiving BRL program information.[7] Instead, the citywide PTA president publicly stated the morning after that a former school-board member, presently on the payroll of BRL, had brought them together for the purpose of passing a previously prepared resolution as a testimonial for the Banneker program, BRL, and the school administration.

COMMENT

Is it really fair to expect Gary's schools to be a flourishing oasis in the midst of the many unresolved urban problems that surround them? More pointedly, can outside education-mechanics bring in magical learning solutions by converting a school into a skill-shop?

In the Gary case, the California concessionaire actually makes local decisions. For instance, when the superintendent of schools agreed to the union's request to add needed certified teachers at Banneker, and offered to add them as visiting teachers and pay them out of a separate budget, the BRL president rejected this offer because it would "dilute" his approach.[8] He also told a local reporter that further alternations in his design would cause him to withdraw from Gary and that this pullout would hurt the school district more than it would his firm.

Accountability is hardly achieved by simple test measures in which Leon Lessinger so firmly believes. When children are continually given exercise sheets that resemble achievement-test items, they can play the testing game with great savvy. So doing does not assure that they have mastered critical skills of reading comprehension and interpretation that differentiate mechanical mastery from fundamental learning growth.

For the latter, more is involved than taking over a school, bypassing teachers, hiring aides for one-sixth of the salary and giving them fancy titles for checking piecework in the child-learning factory. Some Banneker aides have complained they are being paid less than originally promised and are doing teacher work without teacher pay. They, too, threaten a strike.

Educational accountability worthy of its name requires that teachers, administration, and community be accountable to each other with honesty, compassion, and determination. As Ernie Hernandez observes, "All Stern has to face is his board of directors—while the school board is responsible to the people of Gary."[9]

[The Kansas City Times, Oct. 7, 1971]

HALF OF U.S. PUPILS REJECTED IN EDUCATION, TEACHER SAYS

WASHINGTON (AP)—U.S. schools are rejecting half the country's children as not worth educating, the president of the American Federation of Teachers said here.

David Selden blamed the "insidious influence of the laws of economics" for the financial bind now curtailing most schools' efforts to reach poorer, low-achieving students.

Only with massive new injections of federal money can the 50 per cent of children now judged "submarginal" be educated, Selden said.

"The idea that half our children are not worth educating seems monstrous and yet this is exactly the effect of what we are doing," Selden said, noting that 50 percent of the first-graders never make it through the twelfth grade.

In economics, he said, a marginal product is one barely worth producing. In schools the marginal child is one society contends is scarcely worth educating.

Those falling below that line are rejected in the same way that some products are thrust out of the market place, Selden said, "except that humans, unlike submarginal automobiles, soap, or breakfast foods do not just disappear. They become part of our unemployment, welfare, crime and riot statistics."

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[7] Tom Knightly, "Prospects of Meeting Teacher Payroll 'Nil,' " Gary Post-Tribune, Dec. 16, 1970; "McAndrew Asks U.S. for Banneker Funds," Gary Post-Tribune, Oct. 23, 1970; Ernie Hernandez, "Schools Pay Hope Dims," Gary Post-Tribune, Dec. 14, 1970.

[8] Ernie Hernandez, "McAndrew To Nix Banneker Plaints," Gary Post-Tribune, Dec. 16, 1970.

[9] Ibid.

Selden testified before the Senate Select Committee on Equal Education which is studying financial inequities in schools, particularly the contrast between those in inner cities with low tax bases and those in more prosperous suburbs.

Selden said money will not in itself improve teaching standards but the lack of money is the chief barrier blocking programs known to result in higher achievements.

The A.F.T. chief said he endorses the premise of the Coleman report—that pupils in lower socioeconomic groups learn better when mixed in schools with middle- and upper-middle-class students and that the mixing does not handicap the learning of those favored students.

But busing is the only way to get at such a social mix, particularly in the segregated-by-housing Northern cities, Selden said.

"We therefore reject as immoral the policy of the Nixon administration which would restrict the amount of federal aid funds available for compensatory education programs and at the same time prohibit use of federal funds for busing," Selden said.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
OFFICE OF EDUCATION,
Washington, D.C., October 12, 1971.

Memorandum for: Mr. David Selden.

From: U.S. Commissioner of Education.

As a result of our recent meeting with the President, he has asked me to solicit your views on the key education issues which he ought to address in his 1972 State of the Union message. While the State of the Union message will not be completed until early January, agency suggestions for its content are usually requested by mid-fall. Therefore, I ask that you give me your thoughts in a memorandum of not more than two pages by November 1.

Following the President's suggestion, I expect to seek counsel from other educational leaders as well, but I feel certain that the heart of our response as it relates to elementary and secondary education will rest with your collective wisdom.

As soon as I have your responses, I will consolidate them, with appropriate attribution, and convey them to the White House.

The President has indicated that he greatly profited from his meeting with us on September 30. This request, I am sure, grows out of a new level of understanding which each of you helped to create.

S. P. MARLAND, Jr.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
OFFICE OF EDUCATION,
Washington, D.C., November 2, 1971.

Mr. DAVID SELDEN,
President, American Federation of Teachers,
Washington, D.C.

DEAR DAVE: The UPI coverage of your testimony before the Select Committee on Equal Educational Opportunity was read with particular interest here in the Office of Education. You should be aware, I feel, that some of the data you presented is significantly different from that reflected in our files, and I want to call those differences to your attention.

> Funds under Title I of the Elementary and Secondary Education Act now provide $1.4 to $1.5 billion annually for disadvantaged children (up from $1.1 billion in 1966–67). This seems to have been overlooked in your reported statement that "the administration is dooming disadvantaged children by refusing to support either busing them to better schools or providing them compensatory education through special programs designed to increase their learning skills."
>
> State money for schools is continuing to increase, according to the most recent information. Expenditures per pupil have also been increasing each year in almost every state.
>
> Federal education finance programs, instituted in the last dozen years, have not had the effect of supplanting State and local revenue for schools—quite the contrary. Neither have they dampened the rate of increase of State and local educational expenditures. The enclosed chart illustrates this pattern quite clearly.
>
> There are serious problems in making comparisons among countries of their educational expenditures, either in totals or as a percentage of Gross National Product.
>
> There are serious statistical problems involving varying definitions, uncertain reliability of data, noncomparable categories, etc. Nevertheless, even when such comparisons are attempted, the performance of the United States compares favorably with many industrialized and prosperous countries in Western Europe. (The enclosed table makes these comparisons in more detail.)
>
> The effect of proposed revenue sharing on the actions of State legislatures must be largely a matter of conjecture. No solid data is now available on which conclusions could be based either way.

I hope you will consider further some of the facts presented and alluded to above and in the enclosed chart and table. As always, I respect your right to offer testimony contrary to the Administration's proposals, concerning needs of the schools, and offer these items of information for whatever use you may make of them.

Sincerely,

S. P. MARLAND, Jr.,
U.S. Commissioner of Education.

Enclosure.

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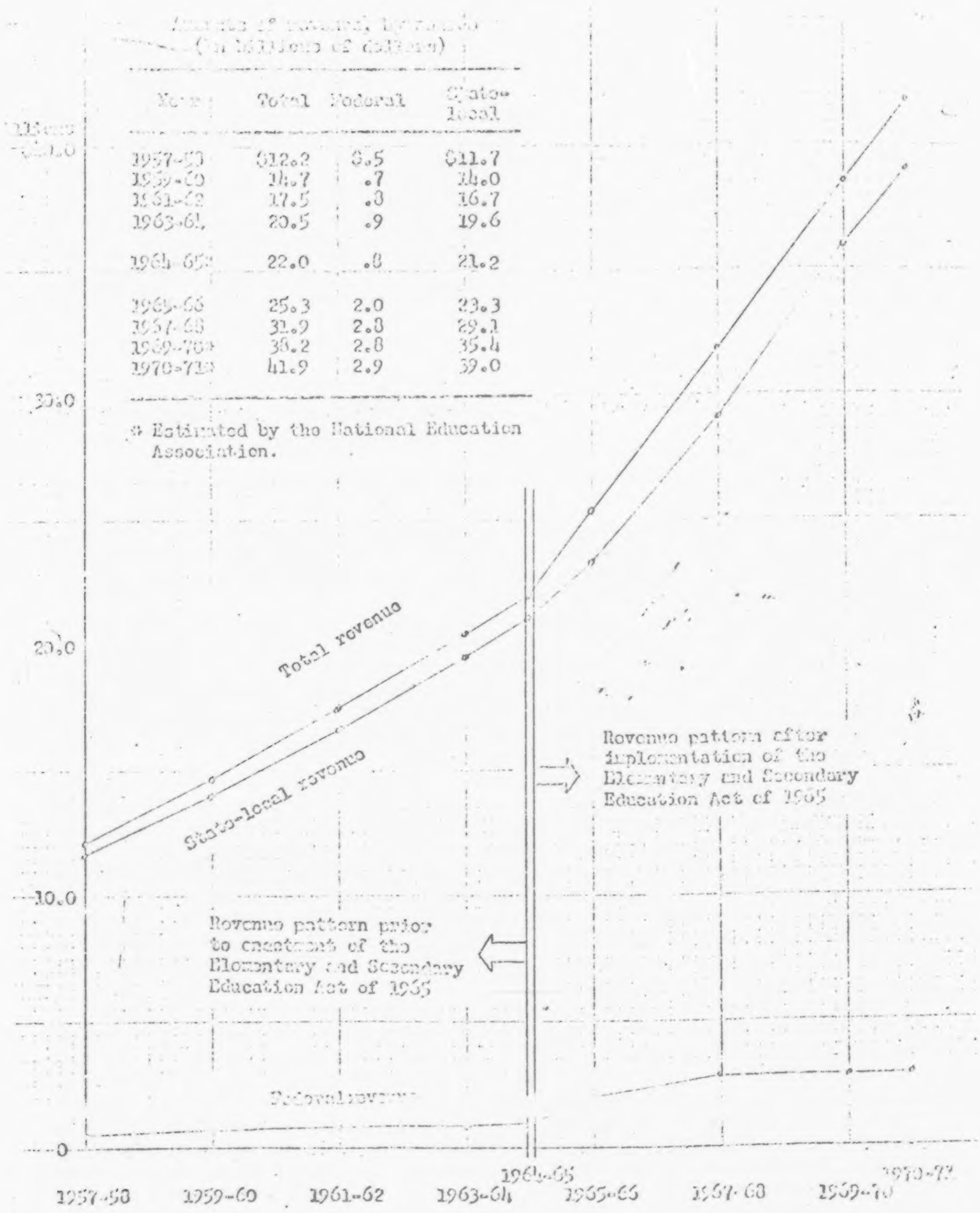

Amounts of revenue, by source
(In billions of dollars)

Year	Total	Federal	State-local
1957-58	$12.2	$0.5	$11.7
1959-60	14.7	.7	14.0
1961-62	17.5	.8	16.7
1963-64	20.5	.9	19.6
1964-65*	22.0	.8	21.2
1965-66	25.3	2.0	23.3
1967-68	31.9	2.8	29.1
1969-70*	38.2	2.8	35.4
1970-71*	41.9	2.9	39.0

* Estimated by the National Education Association.

TABLE.—COMPARISON OF EDUCATIONAL EXPENDITURE—1967–68

[Dollars in billions]

Country	As percent of national income	Amount	Country	As percent of national income	Amount
Canada	8.1	$4.6	Bulgaria	6.1	$0.4
Sweden	8.1	1.7	Norway	5.9	5.0
Cuba	7.5	.3	United States	5.6	45.3
U.S.S.R	7.2	18.0	United Kingdom	5.6	6.2
Israel	7.1	.3	Belgium	4.7	.9
Finland	6.7	.6	Ireland	4.4	.1
Netherlands	6.6	1.4	Switzerland	4.1	.6
German Democratic Republic	6.2	2.1	France	3.6	5.2
Zambia	6.2	.1	Federal Republic of Germany	3.6	4.4
Denmark	6.1	.7			

Source: Statistical Abstract of the United States, 1971.

AMERICAN FEDERATION OF TEACHERS,
Washington, D.C., November 9, 1971.

Hon. SIDNEY P. MARLAND, Jr.,
U.S. Commissioner of Education, Department of Health, Education and Welfare, Washington, D.C.

DEAR SID: This is in reply to your letter of November 2 in which you take issue with some of the points I made in my testimony to the Mondale Select Committee on Equal Educational Opportunity. Taking up your criticism seriatim, I wish to make the following comments:

1. It is true that funds from Title I under ESEA are up nearly $350 million from what they were in 1966–67. I don't know how much of the increase came in 1967–68, but whatever it was I consider immaterial to the basic argument I was making. The present administration can hardly take credit for the increase. Much of it was passed over the President's veto. However, even if this amount had been voted with the President's support, it would still be a little more than a drop in the bucket of problems which confront our schools.

2. It is true that state money for schools is continuing to increase, but the percentage of education costs paid by states declined last year. The increase in state funding was very spotty and due almost entirely to the effects of inflation. The result was little or no improvement in the quality of education.

3. I do not charge that federal education finance programs instituted in the last dozen years have had the effect of supplanting state and local revenue for schools. I do charge that we spent first, and reviewed afterwards the style of operation. The chance for such misuse of funds greatly increased. I agree with your statement in your November 2 letter that under present regulations we have been able to exercise a good deal of supervision.

4. I fail to understand the complacency in your statement that "the performance of the United States compares favorably with many industrialized and prosperous countries in Western Europe". When it comes to supporting education I really don't know how to account for the low percentage of support shown for some of the countries on the list—Belgium, France, the Republic of Germany, for instance. I am inclined to think that it has something to do with the number of children in church-supported schools. Perhaps your research division can check this out. Nevertheless, in the list of 19 countries, the United States is 13th from the top. I hardly call this "comparing favorably". I should like to see a commitment—a goal of at least devoting 10% of our Gross National Product to the education of the young—as I said in my testimony.

5. I agree that the effect of the revenue sharing proposal on actions by state legislatures is a matter of conjecture. I think we both would agree, however, that in many state legislatures (as well as in our national legislature), 1970–71 was a bad year for education.

Sincerely yours,

DAVID SELDEN, *President.*

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